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ABSTRACT

For 9 years ending in 1986, the Canadian government sponsored a national youth volunteer service program called Katimavik (an Inuit word meaning "meeting place"). During its existence the program shared several characteristics with many youth corps in the United States: it served youth between the ages of 17 and 23 regardless of family income, it fostered youth development through both work and group living, and it placed some emphasis on environmental education. In its final program year (1985-1986), Katimavik had a budget of $19.7 million in Canadian funds ($14.1 million in U.S. currency) with slots for 1,584 participants in 132 groups throughout Canada. Katimavik's goals and design differed markedly from those of its counterpart program in the United States. The overriding objective of the Canadian program was to bring together Canadian youth from diverse backgrounds and teach them to live with and learn from each other. Work was seen not as an end in itself, but as a way of achieving or enhancing personal development among Katimavik participants. About 25 percent of participants' time had to be spent on work efforts in social service activities. Katimavik had some success in providing a volunteer work force to accomplish physical and social service work; however, because supervision of the corpsmembers was left to work sponsors rather than to Katimavik staff, the quality of the work varied greatly. It also appeared that the program's youth development-related goals were so wide ranging that they defied consistent fulfillment. (MN)

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Youth Corps Case Studies:

Katimavik, The Canadian Youth Corps

by Bernard J. McMullan
Phyllis Snyder

April 1986

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The report on Katimavik, the Canadian youth corps, was completed with the assistance and support of many individuals within Katimavik. The authors wish to thank Ken de la Barre and Paul Phaneuf and their staff in the national and regional offices for the time they spent answering questions and tracking down information. In particular, Lucie Gagnon and Peter LePine responded quickly and thoroughly to numerous special requests for information and assistance. Finally, the authors especially want to thank the many district coordinators, group leaders and participants throughout Canada for their cooperation and insight into the workings of the program. The degree to which the report transcends mere program description and offers more of the flavor of the program is due in great part to them.

At P/PV, this report was prepared under the direction of Wendy C. Wolf, Director of Research. She and Sally Leiderman read numerous drafts of the report and made many substantive improvements. They, David Lah and Jerene Good had visited Katimavik offices and projects and were able to offer additional evidence on the program. Substantial programming assistance was required to produce the participant analyses; Jerene Good, Jon Bumbaugh and especially Ken Libert were responsible for these analyses. Secretarial support was provided by Charlotte White Thurmond, Paula Strawberry and Ophelia Clark. Finally, Natalie Jaffe, Judy White and Ari Eisinger provided important editorial and production assistance. Natalie Jaffe deserves special thanks for writing an executive summary that accurately captures the essence of the report.

To these people we offer our sincere thanks and appreciation.

BJM and PJS

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EXECUTIVE SUMMARY

For nine years, ending in the spring of 1986, the Canadian government sponsored a national youth volunteer service program called Katimavik, an Inuit word meaning "meeting place." The program shared several characteristics with many youth corps in the United States: it served youth between 17 and 23 regardless of family income, it fostered youth development through both work and group living, and it placed some emphasis on environmental education. But it had many unique features as well. Some challenge conventional wisdom on youth corps design and implementation; others provide cautionary lessons for other corps.

For these reasons, Katimavik was included in Public/Private Ventures' assessment of youth conservation and service corps in the United States and abroad. During the latter part of the field work, it became apparent that Katimavik was facing an uncertain future. And, indeed, between the completion of the report and its publication, the program was terminated by the Canadian government. It seems likely, however, that a youth service corps of some kind will be continued there, though the shape of the model and its means of financing have not yet been determined.

The P/PV report reviews the history, goals of the program; describes its structure and operation during its final years; discusses participants and costs; assesses Katimavik's record in meeting its goals; considers issues relevant to its loss of government support; and relates the Katimavik experience to that of corps in the United States.

THE PROGRAM

In its ninth program year, 1985-86, Katimavik had a budget of $19.7 million (Cdn) ($14.1 million U.S.) with slots for 1,584 participants in 132 groups throughout Canada. The program was administered by OPCAN, a not-for-profit corporation with five regional offices and head-quarters in Montreal. OPCAN was funded through the Department of the Secretary of State.

Katimavik absorbed several dramatic expansions and contractions during its nine-year life. In 1977, Katimavik's first program year, it served about 1,000 youth. After modest growth for several years, funding problems early in the fourth year reduced enrollment. But during its seventh year, 1983, the program received significantly more federal money and enrollment increased almost two- and one-half times to over 4,000. The experiment with increased funding required a rapid increase in staff and work sponsors. Then in 1985, the federal contract was reduced to pre-expansion levels, with organizational repercussions as great as those during the expansion two years before. During the ninth program year, goals and operations began to be adjusted and staff was considerably reduced. But efforts to

reverse a government decision to terminate the program in its present form did not succeed and Katimavik ended formally in June 1986.

Katimavik's goals and design differ markedly from youth corps programs in the United States.

Its overriding objective was to bring together Canadian youth from diverse backgrounds and teach them to live with and learn from each other. This objective was pursued through a variety of strategies:

- Participants were selected randomly from within sex, language and regional categories and assigned by computer to 12-member groups composed of six females and six males. Each group was required to have participants from the different regions of Canada and to include eight volunteers whose native language is English and four whose native language is French. Each group moved through the program together.

- The nine-month residential program was divided into three trimesters, each spent in a different area of Canada, two English-speaking and one French-speaking.

- The groups lived in houses supervised by Katimavik group leaders. Youth maintained the homes, prepared their meals and learned to live together harmoniously. Most evenings included group discussion or involvement in some educational activity, including second-language acquisition.

- Participants lived for two or three weeks during each trimester with a family in the community in which they were working. This "billeting" component was designed to reinforce second language learning and develop an appreciation for cultural diversity.

The Katimavik approach to work also differed from that of most U.S. corps:

- Participants were volunteers. They were not paid a wage, but received a dollar per day for "pocket money" and a $1,000 "honorarium" at the end of the nine-month program.

- Although the importance of work as a vehicle for training participants increased in recent program years, work was not seen as an end in itself, but as a way of achieving or enhancing personal development among participants.

- Katimavik required that, on average, participants spend 25 percent of their work efforts in social service activities.

Katimavik's approach to developing work projects, residential arrangements and supervision was also unusual:

- A variety of methods were used to attract work sponsors, including the use of special project developers, contacts with municipal governments and non-profit groups, presentations before civic organizations and announcements in local media. Potential sponsors then applied for a Katimavik crew and selection of projects was made on the basis of how they contributed to a varied experience for participants.

- A Local Katimavik Committee in each participating community was organized to find suitable housing for the group, identify billeting families, prepare welcome and farewell gatherings, and generally provide support and assistance to participants and the group leaders.

- All supervision and training at work sites was left to the work sponsors and was not the responsibility of Katimavik staff. Work crew leaders were neither funded nor supervised by Katimavik.

Youth development in Katimavik was not sought primarily through work and/or formal education programs as in most other corps. Rather all components of the program were viewed in terms of their ability to contribute to the development of participants' sense of social responsibility, citizenship and self-confidence. "Participants take priority over work," was a constant theme. Youth development elements unique to Katimavik included the following:

- Applicants were required to submit applications by a particular date in order to be eligible for induction during a particular program phase that started three months later. They were informed of their selection by mail and asked to confirm their acceptance and submit health certificates from a family doctor. One week before the program cycle began, s/he received a ticket for independent travel to the first site, a step viewed by the program as beginning to take responsibility for managing one's own life.

- Living in the group house required participants to adjust harmoniously to a diverse group of young people and learn to share such household

chores as shopping for large quantities of nutritious food while remaining within the house budget. As the trimester proceeded, the group leader withdrew gradually from organizing tasks, setting up schedules and providing instruction. The youth were expected to assume responsibility for managing their daily lives.

- Group leaders were responsible for enforcing the Code of Conduct -- similar to that of other corps -- but generally gave several warnings before dismissal. Emphasis was, rather, on group discussion of feelings and opinions in an effort to bring problems into the open for resolution.

- Billeting arrangements with a community family were often located by the participant's themselves. They were encouraged to try new ways of life or to experiment with the type of lifestyle they might wish to experience later.

- At the beginning of each trimester, participants prepared a resume specifying their areas of interest, and interviewed with several work sponsors. Each participant also prepared an Individual Development Plan specifying a personal goal for that three-month period. These ranged from gaining a new skill to correcting a personal problem.

- Katimavik placed more emphasis on "experiential learning" than on formal education, but some structured learning did occur. Each group house was stocked with a boxed set of learning modules including information and exercises on such topics as second language acquisition, work skills, environmental awareness, appropriate technology, nutrition and well-being. Group leaders used these materials as the basis for evening activities. Second language learning received the most widespread use.

The final major variant on the youth corps experience in Katimavik was its Military Option: about 10 percent of participants could choose to spend one trimester at a military training installation, learning basic military and survival skills. The program emphasized leadership training through delegation of responsibility to participants, including rotating group leadership, solitary wilderness survival and other activities.

Despite all these differences, Katimavik's administrative costs appear to be similar to those of U.S. corps. A comparison with the California Conservation Corps (CCC) and the San Francisco Conservation Corps (SFCC), for example, shows that once the cost

of corpsmember compensation in the three programs is removed, the cost-per-slot is the three programs is: SFCC $8,043, Katimavik $9,484(US), CCC $10,514.

MAJOR FINDINGS

P/PV assessed Katimavik in terms of its stated goals and found an unresolved tension among these goals that led to mixed success in their achievement. The goals and the program's experience in meeting them are as follows:

1. To aid in the personal development of participants through group living, formal and informal education, travel and community work.

> The elements of travel, experiencing a variety of community settings and living in small groups appeared to be successful in giving participants opportunities not available to most youth. The formal education component, on the other hand, was used infrequently and appeared to be a minor part of the program. And the community work component -- whose quality depended entirely upon the effectiveness of community sponsors -- was uneven in providing opportunities for youth development. Some Katimavik work appeared to enhance the employability of participants, but a substantial proportion of projects did not emphasize the development of mature work behavior, discipline or the acquisition of skills.

2. To improve the quality of life in Canadian communities -- through projects developed locally with community organizations.

> The amount of work done by volunteers in communities was substantial, but often did not meet the full potential for such work. Since no one was held accountable for productivity, the program had few systems to ensure that work objectives were met or projects completed on time. The general lack of overall accountability for work was reflected in three areas:
>
> - program components like billeting, trimester rotations and housekeeping duties detracted from the time and attention participants were able to give to work;
>
> - inadequate coordination, planning and supervision in the community reduced the effectiveness of participants' efforts; and
>
> - the minor emphasis on work and the strong emphasis on voluntarism reduced the expectations of supervisors and sponsors that

productive work would be accomplished in a timely and disciplined way.

However, despite these caveats, the quality of the construction and other physical work projects observed was generally good, eliciting positive responses from both sponsors and participants. Sponsors of projects during Katimavik's ninth year said they found the volunteers to be good workers, and to accomplish important projects or provide services that would not otherwise be available. These sponsors were interested in working with a Katimavik crew again. Sponsors interviewed during earlier years, prior to retrenchment, were substantially less enthusiastic.

The quality of social service projects, on which participants are required to spend one-quarter of their time in the corps, was also quite good but was often more difficult to assess. However, supervisors recounted many instances when participants had improved the quality of life of an agency's clients. Participants said they felt needed by the people they worked with and noted how gratifying it was for them to be able to meet a client's needs.

3. To stimulate the participants' environmental awareness.

Katimavik was least successful in promoting and achieving environmental awareness; few program components were developed and implemented to this end. Though some group leaders tried to incorporate exposure to ecological issues into their groups' activities, program-wide effects were minor.

4. To provide participants with a greater understanding of their country.

The program began during a period of separatist strife and was designed to deal with this problem. The clarity of this goal has led to apparent success in Katimavik's ability to foster appreciation of Canada among participants. Several features stand out: careful integration of both French-speaking and English-speaking participants in each group, billeting, spending at least one trimester in a French-speaking community. In addition, the program exposed participants to three radically different parts of Canada during enrollment. The opportunity to see so much of the country could not but enhance appreciation for Canada's diversity.

Conclusions

Three of Katimavik's stated goals related to youth development but their objectives are so wide-ranging as to defy consistent

fulfillment. The program was most successful in promoting knowledge and understanding of Canadian cultural diversity, and in providing youth with opportunities to develop into responsible, conscientious citizens. The program was less successful, except for the few youth in the Military Option, in providing opportunities for youth to broaden their formal education or to develop work skills or disciplined work attitudes. And Katimavik was least successful in fulfilling its stated intention to increase environmental awareness.

In pursuing its community improvement goal, Katimavik had some success in providing a volunteer work force to accomplish physical and social service work in communities that would otherwise not have this work done; but the quality of work varied according to the quality of supervision given by local work sponsors.

It is perhaps the lack of emphasis on work that contributed to the program's loss of support after nine years of operation. A new national government and a changed economy both called for more emphasis on productive work for communities and for youth. Most corps have found that their strongest constituencies are built around the community benefits that corpsmembers provide; and that their most effective corpsmember recruitment strategy is the opportunity to develop basic work skills.

LESSONS FOR THE YOUTH CORPS FIELD

Katimavik offered a unique combination of program goals, design elements and other characteristics that provide insight into many issues confronting corps in the United States.

Size. Despite the fact that Katimavik served 1,500 to 4,000 participants a year in an area larger than the United States, it was able to maintain considerable flexibility in implementation and provided a very supportive environment for participants.

Decentralization. The use of small decentralized crews gave great latitude in the choice of projects and allowed the corps to serve small communities. However, the scattering of groups reduced the program's ability to monitor itself, assess its impact and standardize program delivery, and limited the effect any one group of participants could have on a community.

Recruitment. Katimavik cast a very wide net to encourage youth from a broad range of cultural and economic backgrounds to apply, though only a third of the resulting inquiries became formal applications and only one half of those resulted in enrollment. The broad recruitment strategy did not target designated groups, but resulted in sufficient applicants to meet the sex, language and regional criteria of Katimavik groups. Katimavik did, however, serve proportionately fewer at-risk youth than did other corps.

Retention. Katimavik experienced an exceptionally high retention rate -- 70 percent of enrollees in the eighth program year stayed the full nine months. Among participants, males were more likely than were females to leave the program early. Similarly, participants who were unemployed at the time they enrolled were more like to drop out than were students or participants who had been employed. Fewer than one in five of all dropouts left during their first month. Factors that appear to contribute to low attrition include the following:

- The program did not have a rigorous training academy to act as a screen for participants.
- Considerable effort was required to drop out, given the distance a participant would need to travel to return home. Few spur-of-the-moment departures seemed to occur.
- The long time lapses between application, selection and enrollment acted to skim off less motivated participants.
- Since many youth joined the program for a year in the midst of their schooling, there was little incentive for them to leave the program before the start of the next school year.
- The nine-month program was clearly separated into trimesters, so that participants could psychologically "restart" twice during their stay in the corps.
- The small group living experience and close relationship with the group leader provided a participant with a great deal of affective support at times when s/he might have been thinking of leaving the program.

Social service work. The Katimavik experience clearly demonstrates that participants can work effectively in social service settings. In fact, participants often cited their social service work as the most useful and meaningful part of their experience. The range of this work varied, but concentrated on direct service to agencies' clients and patients.

Katimavik's experience also demonstrates the need for caution in developing social service projects. Steps must be taken to ensure that non-physical work is not reduced to minor clerical support tasks, and that physical work at social service agencies does not masquerade as social service.

Military Option. This program component created a bridge between two traditional types of national service -- the armed forces and volunteer service. Though administered by the Cana-

dian Armed Forces, this component was carefully integrated into the total experience. Civilian and military organizations worked well together in developing this program.

Youth development. Since Katimavik volunteers rarely needed remediation in basic education, the program directed substantial effort to developing leadership, group spirit, cultural awareness and advanced skills. Katimavik's emphasis on post-remediation skills indicate possibilities that other corps might offer to their participants. Of particular interest were the program elements that promote knowledge of a second language, locating groups in a variety of cultural settings, and billeting.

Accountability and constituency-building. The Katimavik program reviewed here was terminated at the end of its ninth year not because of program failure, mismanagement or serious design flaws. It lost government support because its priorities became marginal among those of the new administration and the public, because it failed to quantify information that would provide evidence of its service to Canadian youth and communities, and because it did not use the history of strong performance of work as a tool to build a strong constituency for continuation among local leaders.

Conclusion. Katimavik creatively addressed many of the needs of its participants, provided much needed service to Canadian communities, and offers some interesting examples to other youth corps as they consider appropriate types of work, approaches to youth development, decentralized work settings, retention, group living alternatives, supervision, accountability and constituency-building.

I. INTRODUCTION

OVERVIEW

Katimavik is a national youth volunteer service program open to all unmarried Canadians between the ages of 17 and 21.[1] It is a nine-month residential program divided into three trimesters. Participants spend each trimester in a different location in Canada. Two trimesters are spent in English-speaking (anglophone) communities and one in a French-speaking (francophone) community. At least one of the trimesters is spent in an urban setting.

Participants are selected randomly from within certain categories and are assigned by computer to 12-member groups. Each group is composed of six males and six females including eight whose native language is English and four whose native language is French. In addition, each group contains participants from the different areas of Canada. They remain and travel with their assigned groups for all nine months.

During each of the trimesters the groups live in houses supervised by Katimavik group leaders. The youth are required to maintain the homes, prepare their meals and learn to live together harmoniously. They spend most of their days doing physical or social service work on projects within the host communities. Participants are not paid actual wages for their work, but each receives a dollar per day for "pocket money" and a $1,000 honorarium at the end of the nine-month program.

Most evenings include group discussion or involvement in some educational activity. Emphasis is placed on youth development through group living, work, travel and other experiential learning activities. However, no formal educational programs such as remediation or credit courses are offered.

The program began in 1977. In its ninth program year (1985/86), Katimavik had a budget of $19.7 million (Cdn) with slots for 1,584 participants in 132 groups throughout Canada.

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[1] During the fieldwork for this report and while it was being written, Katimavik received notification from the Canadian government that it would likely lose its funding at the end of June, 1986. By May, 1986 it become clear that the government's decision would not be changed. As this report was being published most of Katimavik's staff had been laid off and the organization was in the final stages of closing. At this writing there is one continuing effort to revive the program but in a substantially different form and with different funding sources. The details of this new version of the program are still being debated and are not considered in this report.

The remainder of this chapter reviews the history and structure of Katimavik, noting key program components.

History

Katimavik is an American Indian Inuit word that means "meeting place." The name reflects the program's overriding objective -- to bring together Canadian youth from diverse backgrounds and teach them to live with each other and learn from each other. They are expected to serve their country by doing socially productive volunteer work. Katimavik's four goals are:

- Personal Development;
- Service to Canadian communities;
- Environmental Awareness;
- Understanding of the Country.

In its first year, Katimavik was a pilot program in which almost 1,000 young Canadians worked in 46 communities throughout the country. The program is administered by OPCAN, a not-for-profit corporation. It was initially funded through the Treasury Board but is now funded through the Department of the Secretary of State. The national office is in Montreal and five regional offices in Halifax, Montreal, Toronto, Saskatoon and Vancouver administer the individual Katimavik projects in their areas.

Unique Features

Katimavik shares several characteristics with many youth corps in the United States. It serves youth between 17 and 21 regardless of family income. It fosters youth development through both work and education, and it places some emphasis on environmental awareness. However, certain features distinguish Katimavik from other youth corps now being studied by Public/Private Ventures. It is clearly a Canadian program, operating within a different cultural environment and within the context of a varied history of youth programs. Most notably, Katimavik was developed as a national program with particular national objectives. One of those objectives was to help mitigate the separatist tensions that existed in Canada when the program began. Other unique features of Katimavik are described briefly below.

- Fostering Bilingualism. Participants are expected to improve their mastery of both Canadian languages during their stay in Katimavik. Several program elements facilitate their task:

  - Each group has a mix of native English-speakers (8) and native French-speakers (4).

- Second-language acquisition is an important part of the educational program, especially practice in speaking.

- Participants spend each trimester in a different region of Canada. At least one of those trimesters is spent in a region where the predominant community language is not their native language.

- Billeting. Participants live for a time with a family in the community in which they are working. Billeting is designed to reinforce second language learning and to develop an appreciation for cultural diversity. In English-speaking communities, participants live for two weeks with their host families; in French-speaking communities, billeting lasts for three weeks.

- Military Option. Approximately 10 percent of Katimavik participants choose to spend one trimester at a military training installation, and the entire trimester is devoted to learning basic military and survival skills. One-third of the time is spent in classrooms, and the remaining two-thirds are spent applying skills in field exercises. There is a strong emphasis on leadership training through in creased delegation of responsibility to participants, including rotating group leadership, solitary wilderness survival and other activities. Participants who choose the Military Option spend their other two trimesters in civilian projects.

- Community Service Work. Volunteer community service work is used to promote the personal development of the participants and to benefit the communities that agree to accept Katimavik groups. In addition, the work helps increase the youths' awareness of the needs of Canadian communities for volunteer service. The volunteer nature of the work is reinforced by the mere one dollar per day "pocket money" that participants receive.

- Sponsor-supplied Supervision. Katimavik differs from other youth corps in the degree of control it exercises over the work done by participants. All supervision and training at work sites is left to the work sponsors and not Katimavik staff. Although participants live as a group, they may work individually or in crews. In either case, work crew leaders or supervisors are

not funded by Katimavik. The quality and the amount of work supervision varies widely from site to site.

- Social Service Work. Katimavik requires that, on average, participants spend 25 percent of their work efforts in social service activities. The program has been able to identify and place participants in direct human service positions.

In summary, Katimavik is a program that focuses on participants' growth and development, in the expectation that this will benefit Canada as a whole. With recent changes in the government and in the needs of youth who enter the program, emphasis is also being placed on developing good work habits and specific job skills.

P/PV's interest in Katimavik extends back to 1983 and has involved discussion with national staff and observations of field operations during several program years. This case study is based on these visits. P/PV staff also visited 15 groups (an average of four projects in four of the five regions) that were part of Program Year IX, observed group homes, worksites, and billets during the summer and fall of 1985; P/PV also interviewed participants, group leaders, coordinators, work sponsors, billeting families, and regional and national staff, and reviewed copies of program documents and records.

The remainder of this report discusses various aspects of Katimavik in greater detail. Chapter II discusses the goals of the program and describes its development and early history. Chapter III reviews the Katimavik administrative and organizational structure. Chapter IV presents a review of work. Chapter V considers youth development issues. Chapter VI discusses the Military Option, a unique component of Katimavik. Chapter VII discusses the characteristics of participants and Chapter VIII discusses program cost issues. The last chapter assesses how well the program is meeting its goals, describes the major problems it is facing and suggests some ways that other corps might learn from Katimavik.

II. HISTORY AND GOALS

The interplay between history and program goals provides a context for understanding the structure of a youth corps program. This is particularly true for Katimavik, which began during an intriguing political and social period in Canada.

This chapter has two major parts. The first reviews the factors that led to the creation of Katimavik and describes the program's nine-year history. The second discusses the program's goals and the elements that help achieve them.

CONTEXT OF KATIMAVIK'S DEVELOPMENT

In the decades preceding the creation of Katimavik, Canada had an interest in national service that paralleled that of the United States. During the worldwide economic depression of the 1930s, a civilian public works force erected numerous structures and worked in national and regional recreational and wilderness areas. In the 1960s, the success of the United States Peace Corps generated enthusiasm for youth service and interest in a youth volunteer corps swelled.

In the mid-1970s, a prominent journalist, Jacques Hebert, began an international exchange program called Canadian World Youth (CWY). The CWY program arranged exchange visits between youth from Canada and youth from Third World nations. CWY participants worked on projects in communities throughout the world and learned about the importance of international cooperation.

Prominent Canadian officials then began calling for programs that would challenge participants to do physically demanding service work in their own communities; interest in programs modelled after Outward Bound, a survival training program, also increased.

Finally, Canada was experiencing considerable internal conflict over the issue of the rights, responsibilities and allegiances of various components of its multicultural population. Quebec, dominated by French-speaking citizens, was calling for a separate status within Canada. The separatist movement and reactions to it were combining to threaten the fabric of Canadian society. These factors formed the context from which Katimavik sprang.

Katimavik Start-up and History

In 1976, Hebert and others met and designed a domestic program that would allow young Canadians to learn about Canada and them selves while providing useful service to communities. In the spring of 1977, the program was approved and funded by the Canadian government, and projects were begun in September of that year.

In its first program year, Katimavik planned to serve 1,000 youth and actually served 969. Table 1 shows the number of participants served by Katimavik since its beginning.

The program's size grew modestly in its first several years. In Program Year IV, funding problems delayed the admission of participants and, consequently, enrollment declined. In contrast, during Program Year VII, the program received significantly more federal money in an attempt to determine whether it could be expanded to serve more youth, and enrollment increased almost two- and-one-half times. A major organizational expansion occurred to accommodate the increased work load that required the recruitment of many more work sponsors. This experiment with increased funding continued for two years.

The election of a conservative government in 1984 heralded a period of fiscal austerity throughout Canada. The Katimavik federal contract was reduced to pre-expansion levels and the program shrank to Program Year VI levels. The retrenchment involved significant upheavals that were as great as those experienced in the expansion two years previously.

During Program Year IX, Katimavik was more tightly run but was clouded by uncertainty about its future. Considerable reductions in staff undermined staff morale. The Office of the Secretary of State reviewed the program in light of the pragmatic goals of the conservative government. Senior management, however, exuded considerable confidence that Katimavik would continue to receive funds at current levels and proceeded with plans to develop more youth service programs based on the Katimavik model under the umbrella of the larger parent organization, OPCAN. The future of Katimavik remained unclear.

GOALS AND OBJECTIVES

Katimavik's goals are similar to those of other youth corps and focus on the dual objectives of youth development and community service. However, the intent and tone of Katimavik's goals are influenced by Canada's national character and experience, making it unique in many respects.

Each of the four principal goals of Katimavik is discussed below in some depth, noting programmatic elements specifically designed to meet them.

Personal Development of Participants

Katimavik attempts to help youth learn about themselves, others and their world though direct experience. Participants are expected to develop a set of personal objectives (an individual development plan) that guides their activities each trimester.

The greatest learning experience within Katimavik probably comes from group living. Participation in group life and decisions

Table 1

Number of Participants in Katimavik
by Program Year

Program Year	Number of Participants
I	969
II	1095
III	1343
IV	1074
V	1333
VI	1762
VII	4256
VIII	4092
IX	1821*

*Partial Program Year IX total.

(coordinated through the group development plans) is critical. Personal development in this context requires the initiative of the participant; group leaders and other participants offer support, but individual commitment is the critical factor.

Additional components are instrumental in facilitating personal development. These include the training and experience participants receive through work, travel, exposure to other cultures and an informal educational program developed by Katimavik.

Service to Communities

Work within communities helps participants learn cooperation, specific skills and work maturity. Physically demanding tasks are intended to produce among participants an appreciation of work well done and an understanding that completing projects of lasting benefit to communities is an important social activity. Although participants are volunteers, they are expected to work as if they were paid.

Community work also emphasizes voluntarism as a way of life that is expected to continue beyond the participant's nine-month stay in the program. Katimavik hopes that as its participants take paying jobs in their home communities they will retain a spirit of altruism and remain involved in volunteer work.

Environmental Awareness

Canada is a country rich in natural resources. Katimavik has accepted a mandate to increase participants' awareness of the need to conserve these resources and to teach the importance of an environmentally sound approach to living. Although interest in environmental and conservation issues was heralded as a particular motivation behind Katimavik, virtually no program elements foster this goal. It is only when individual group leaders have a particular interest in environmental issues that groups become greatly involved in this topic. In recent years, as interest in these issues has waned within Canada and within Katimavik, the program has done little to increase emphasis on this goal.

Understanding of Canada

Katimavik is committed to dissolving the provincialism found in Canada. The founders designed a program that gives participants an opportunity to learn about different parts of Canada and to experience the country's various cultures.

The goal is achieved in several ways. First, within each group there are English-speaking and French-speaking participants and residents of different parts of Canada. The goal is also advanced by billeting and by sending participants into rural and urban settings and francophone and anglophone communities.

Management Perception of Program Goals

Discussions with various members of senior management yielded other important insights into Katimavik's goals. These are probably best described by way of exceptions:

- Despite a recognition that volunteer work within communities is an essential element of the program, work product or work skills are not the ultimate objective.

- Despite the mandate that participants serve in groups that are comprised of four Francophones and eight Anglophones and billet for two weeks in anglophone communities and for three weeks in francophone communities, learning a second language is not the final goal.

- Despite requiring travel to three distinct regions of Canada during the nine-month program, discovering the differences and similarities across the nation is not the final intent.

Instead, each of these elements is perceived to be a way to create an informed, conscientious and active citizen of Canada and the world. The emphasis of Katimavik is on life skills that are transferable and applicable to a wide range of settings and opportunities.

According to one regional director, the skills that Katimavik participants develop as volunteers are those skills that enlightened corporate employers demand of their middle-level and professional employees -- self responsibility, decision-making ability, group dynamic and cooperation skills, and self-reliance. Katimavik, from this perspective, is not designed as a program that focuses on specific work skills. Rather it is designed to give participants the opportunity to acquire and master higher-order life skills.

Throughout Katimavik's goals and structure, the ultimate focus is on personal development of participants. Group life, travel, cultural immersion, and the work projects are all vehicles to stimulate the participant's growth.

CONCLUSION

Katimavik has been guided by its initial four program goals throughout its 10-year history. These goals constitute a frame work for fostering youth development through a process of group living, community service and exposure to the cultural and geographical diversity of Canada. How successful Katimavik has been in achieving these goals will be discussed in later chapters.

Katimavik shares an interest in youth development with many U.S. corps. However, Katimavik is distinct from other corps in that it places less emphasis on employment and training. Although volunteer work is important, it is subsumed beneath the broader mantle of youth development. The emphasis upon participant development provides the measure by which new program elements and experiments are assessed. To the extent a modification furthers youth development, the proposed change is embraced; to the extent that it does not advance participant growth, it is discarded.

III. ADMINISTRATIVE STRUCTURE

This chapter describes the organizational structure of Katimavik, beginning with a brief description of OPCAN, the organization that oversees Katimavik. Second, it describes the Katimavik structure and notes key levels of responsibility. Third, several functions of program implementation are discussed more fully. Finally, other issues, including program expansion and modifications, are addressed.

OPCAN-KATIMAVIK

OPCAN, a private not-for-profit corporation, administers Katimavik. It was formed in 1976 to establish a Canadian volunteer youth service. The corporation was first placed under the auspices of Treasury Board, then the Canada Employment and Immigration Commission/Department and finally, in June 1980, the Department of the Secretary of State.

The Department of the Secretary of State includes a Citizenship and Culture Program, under which Katimavik is funded. The program objectives of this agency are:

> "To assist Canadians in achieving more equitable and equal opportunities for social growth, quality of life and fuller involvement in Canadian society; to achieve an improved knowledge, appreciation and enjoyment of Canada and its cultural diversity; to achieve greater awareness and understanding by Canadians of human rights, fundamental freedoms and related responsibilities and to increase respect for and compliance with Canada's domestic and international commitments, thus contributing to enhancing Canadians' sense of belonging to the country."

Although Katimavik is the largest of its programs, OPCAN also administers the Ile Perrot Training Center, a small training facility, and participates in several international exchange programs. During the last few years, efforts have increased to use OPCAN as a vehicle for developing and supervising other programs that will expand opportunities for Canadian youth. Among the projects under discussion recently were a youth information center, an alumni project and an internship project that would help train youthful entrepreneurs.

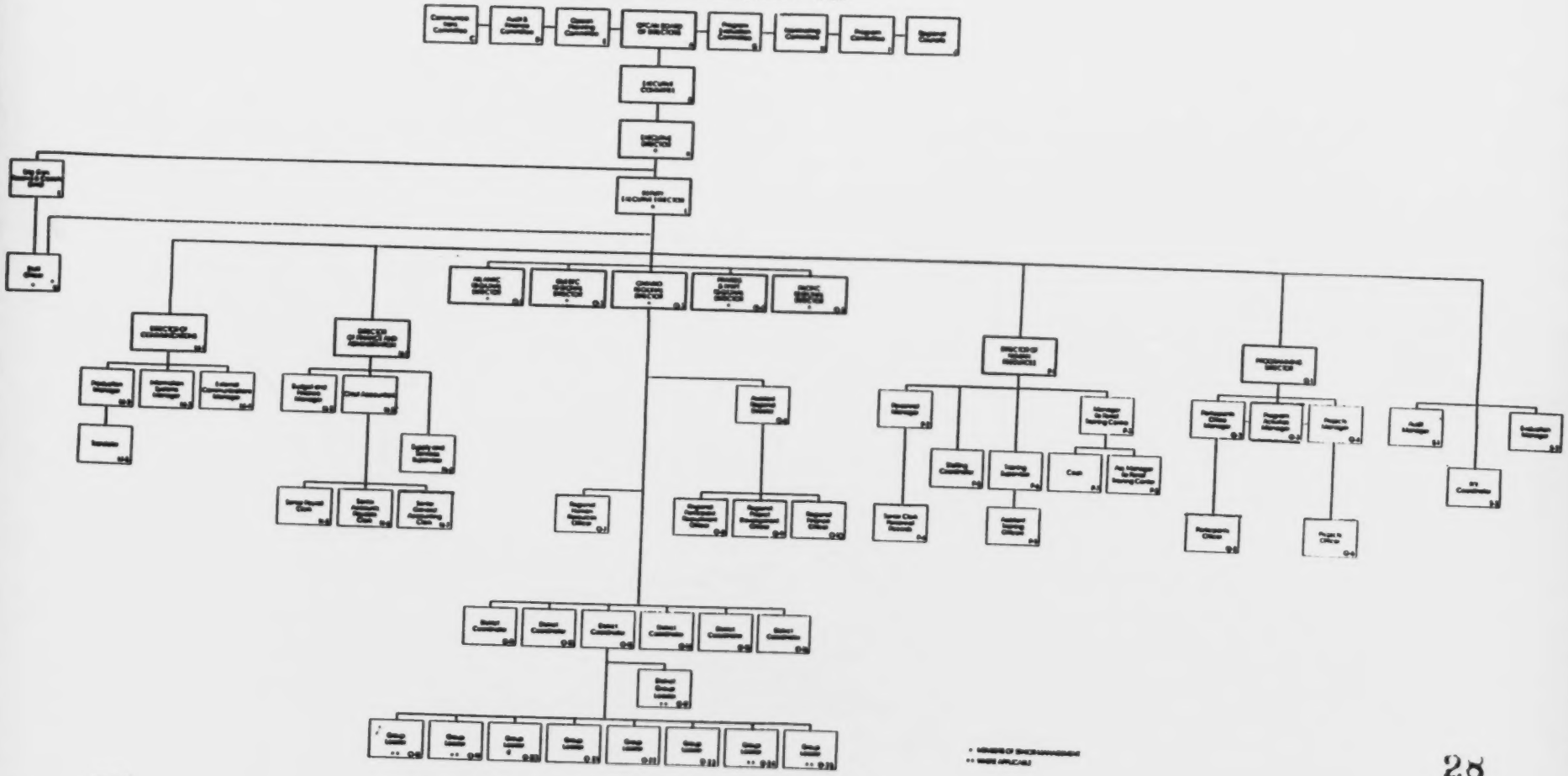
KATIMAVIK STRUCTURE

Chart 1 is a reproduction of the organizational chart delineating lines of authority and responsibility within the OPCAN-Katimavik structure. This structure can be divided into six distinct parts reflecting various roles within the program. They are:

- Board of Directors
- Senior Management

Chart 1

OPCAN – [redacted] ORGANIZATIONAL CHART ---



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- National Staff
- Regional Staff
- Field Staff
- Local Katimavik Sponsor Committee

Although somewhat arbitrary, this division indicates some of the principal responsibilities for program implementation. However, as noted below, neither the organizational chart nor this division can completely capture the process of program implementation involving all levels within Katimavik.

Board of Directors

The board is composed of about 30 members from all regions of Canada. The members serve three-year terms as volunteers and are reimbursed only for expenses and travel. Appointments can be renewed twice for a total service period of up to nine years. The board is responsible for selecting new members within certain geographic constraints.

Board members are asked to serve on subcommittees to review various program components. The subcommittees oversee program activities, assist with planning and may be asked to react to crises that arise in the program. The full board meets quarterly. An executive committee meets more frequently and has regular contact with Katimavik management.

Several factors have combined to shape the board's role. First, some tension exists because the board serves both OPCAN, the umbrella organization, and Katimavik, its primary operating program. A review of board minutes suggests that the board has, at times, taken too much interest in minor operational matters. The emphasis placed on such matters has perhaps diminished the amount of attention that might be given to long-range planning.

Second, because board members live throughout Canada, they often have difficulty meeting. (One indication of this difficulty is that the quorum for a board meeting is 10 members, or about a third of its total.) Although comprehensive board minutes are sent to all members, particular subtleties and points of view are inevitably lost. Consequently, the program does not benefit from its extensive board as much as it might.

Third, the option of renewing board members' terms for two additional three-year periods has tended to limit the infusion of new ideas and perspectives. It appears that some board members have been excessively concerned with "maintaining the integrity of the program." In practical terms, this has restricted substantial change in program delivery and purpose, and has tended to encourage board intervention in minor operational matters.

Finally, the board has largely ceded to senior management the board's role as Katimavik's chief political proponent. The

executive director has become the primary liaison with politicians and government officials, partly because the executive director is a former legislator from Quebec and was a close confidant of former national leaders. Consequently, his expertise and apparent access was accepted as sufficient and the board relinquished the task of maintaining political support.

In recent years, the composition and role of the board has begun to change. Former Katimavik participants have been added and many of the original board members have left. The new board has made some effort to divorce itself from day-to-day activities and begun to embrace larger organizational issues.

Senior Management

Senior management includes the executive director, the deputy executive director and the five regional directors. They set organizational policies, make decisions on critical issues that a rise and take steps to ensure uniformity across regions. Senior management meets formally every two months to review program developments and make recommendations for board approval. In addition, senior managers maintain frequent informal contact with each other and with the executive and deputy executive directors.

At the head of the national office are the executive and deputy executive directors. They are responsible for overall direction of the program including program design, implementation, and public and political support development. They also serve as planning staff within the overall OPCAN structure and attempt to develop and refine new youth initiatives for Canada.

Both incumbents have been with OPCAN for most of its existence, presiding over its initial years, its dramatic expansion during Program Years VII and VIII and its subsequent retrenchment before Program Year IX. Both are highly committed to Katimavik's goals but have encouraged the program staff to develop and implement innovative elements. The executive director was a member of Parliament before his appointment to Katimavik.

The deputy executive director is responsible for day-to-day operations at the national office and oversees the regional offices. He also is a liaison with the Canadian Armed Forces, which directs the Military Option of Katimavik.

Both the executive director and the deputy maintain some distance in their management of Katimavik. This does not, however, reflect a lack of understanding or knowledge about the operation of the program. Both intervene during a crisis, plan new program initiatives and cope with external forces. Management efforts are now directed toward new program initiatives and public defense of the program.

The five regional directors who are part of senior management have responsibilities on two levels in the organization. As part

of senior management they set policies at both the national and regional levels. The inclusion of the regional directors in senior management was an attempt to ensure their involvement in the overall program and the implementation of new program directives at the regional level. The new management structure was still feeling its way during Program Year IX, but the regional directors said they were satisfied with the arrangement and were confident that it would improve the program's overall quality.

National Office and Staff

The national headquarters of Katimavik is in Montreal in a building that once served as a press reception area for Montreal's world's fair -- Expo '67. All program materials are developed and distributed from this central office and copies of participant and field staff records are also maintained there. During Program Year IX, 40-45 staff members worked in the national office.

The national office has four major departments, each with a director, several managers, professionals, and support staff. The four departments are:

- Finance and Administration
- Communications
- Human Resources
- Program

Finance and Administration handles the revenue that passes through Katimavik. It is charged with developing organization-wide accounting and reporting procedures, overseeing lease and purchase arrangements and investing federal grants in short-term securities to increase the funds the organization has at its disposal.

Finance and Administration provides support to each group house. Separate accounts are established with local banks for each group, and group leaders are trained in basic cost accounting.

The Communications Department is responsible for all documents used for recruitment of applicants and coordinates the advertising campaign designed to attract youth to Katimavik. The department handles external communications, including pressure leases, and is responsible for some political and governmental liaison activities. The department has also commissioned the Gallup Organization to survey Canadians to gauge Katimavik's image and visibility. Finally, the department directs data processing activities.

The Department of Human Resources provides staff support functions including personnel, staffing and training. This department also coordinates the group leader training sessions, and oversees the activities of the Ile Perrot Training Center.

The Program Office has three major responsibilities. It oversees the selection of participants, assignments to groups and travel arrangements. It develops and implements the overall Katimavik program including provision of educational and other program materials. It coordinates the identification and recruitment of community sponsors at the regional level. This department bears the greatest burden in the field in each phase of the program.

Finally, a Research and Evaluation Office, recently re-established in the national office, determines the effectiveness and efficiency of the program. It has begun developing ways to measure program operations and collect data needed for an assessment of the program.

Regional Offices

Katimavik has five regional offices located in Halifax, Montreal (sharing space with national staff), Toronto, Saskatoon and Vancouver.

Each regional office is staffed with a director, assistant directors, several staff officers and clerical workers. During the period of retrenchment, the size of each regional staff was reduced from a dozen or more employees to four or five.

The regional staffs are responsible for ensuring that the Katimavik sites in their areas receive support and are operating within the guidelines of the program. As discussed in greater detail in Chapter IV, regional staffs are charged with identifying and developing potential program sponsors in their communities.

Matters concerning participants, such as dismissals, are reviewed at the regional level before they are forwarded to the national office. A fair amount of interplay occurs between the regional staff members who hold specific responsibilities -- personnel, communications, etc. - and their counterparts at national head quarters. However, under the current organizational structure, regional staff members report to their regional directors and not directly to department heads at the national level.

Field Staff

Although technically part of the regional office, the field staff, consisting of district coordinators and group leaders, are clearly a separate group within the program.

District coordinators are responsible for overseeing four or five groups in a particular geographic region. They supervise the group leaders; monitor proper use of participants at work; and meet with group leaders to review household accounts, reports on participants and other administrative details. District coordinators serve as important supporters of group leader decisions.

At times, they will intervene in groups that are experiencing difficulties and will attempt to act as independent third parties to resolve disputes. District coordinators also have some funds to support group leader development activities and programs. At times, district coordinators will take over an individual group when a group leader unexpectedly drops out or has to leave a group house unattended for an extended period of time.

Finally, district coordinators represent both the regional and national offices in meetings with local community groups and sponsors. In recent years, district coordinators have begun to identify and meet with potential sponsors.

Group leaders are the main conduits of program delivery. They are primarily responsible for overseeing group life within the Katimavik houses and are expected to help participants get as much out of the program as possible. They act as disciplinarians, counselors, motivators, teachers and administrators. Group leaders' principal responsibilities are for activities within the group house. However, they also become involved in community relations and work issues. Although they receive strong support from district coordinators and can draw upon the resources of the regional and national offices, group leaders are generally left to their own initiative on a day-to-day or week-to-week basis.

Most of the group leaders are in their late 20s and early 30s; they come to Katimavik from varied backgrounds. Some have had training or experience in working with youth the ages of Katimavik's participants; many of those interviewed were attracted to the program and applied for positions in it because of their belief in the program's goals. The position of group leader demands a 24 hours a day commitment, although group leaders do have some free time while participants are working. Some of the leaders who were serving a second year said that the mark of a more confident and successful group leader was the ability to maintain some distance from the group to allow group members to develop responsibility and control. The development of a sense of group identity or cohesion, which can be a slow process, also depends on the ability of the group leader to increase the participants' role in planning and decision-making.

Group leaders are hired under yearly contracts. All spend at least two to three weeks at national training sessions where they learn group leadership skills and administrative procedures and become conversant with the program's objectives. Group leaders generally arrive in the community at least one month before participants and prepare the group house, establish contacts within the community, meet with the sponsors and plan for the first trimester. Group leaders do not move with the group but welcome a new group each trimester.

Local Katimavik Sponsor Committee

In each community, Katimavik expects that a group of individuals will join together to provide support and assistance to participants and the group leader. The local Katimavik committee (LKC) is designed to fulfill this role. It includes the sponsors of work projects, the work supervisor, the group leader, a group participant, the Katimavik district coordinator and representatives of other community organizations that provide other services to the group.

The LKC is asked to assist in finding suitable housing for the group and to prepare welcome and farewell gatherings for each of the three groups that come to the community during the nine-month program. Community members are also asked to assist in finding families to billet participants and to make recommendations to enhance the groups' experiences in the community. In addition, the LKC is a forum in which issues or problems involving the group can be raised and resolved. Issues concerning work progress, supervision and the group's presence or reputation in the community are topics that should be discussed in LKC meetings.

The effectiveness of local Katimavik sponsor committees varies greatly. In some communities the committee meets bi-weekly. In others, the committee's responsibilities are handled by one or two individuals with special interest in Katimavik. In many communities the committee is convened only when special problems arise. Group leaders and district coordinators said that often they had to maintain the interest of LKC community members and, at times, were reluctant to pressure members of the committee too much. One district coordinator remarked that he felt uncomfortable asking persons who had many other responsibilities to come to a meeting only to hear that the group was doing well and work seemed to be progressing. Other group leaders commented that the LKCs were only willing to do the minimum for the group and were often more interested in having a brief, reception for participants when they came and when they were about to leave the community.

There appears to be little consensus on the appropriate level of involvement by a LKC. Some projects flourished in communities where the LKC is active; others ran well in communities where the committee was less visible. Katimavik field staff recognized the need for the LKC as a vehicle for facilitating the group's entry into the community but they often questioned whether a continuing series of meetings or constant oversight should be forced on a reluctant sponsoring committee.

CRITICAL FUNCTIONS WITHIN KATIMAVIK

As an organization, Katimavik must accomplish a multitude of tasks, many of which are described in subsequent chapters.

However, this section describes three key areas not specifically considered later. They are:

- marketing and recruitment;
- participant selection and replacement; and
- group leader training.

Marketing and Recruitment

In preparation for each program year, Katimavik wages massive regional and national promotional campaigns to encourage Canadian youth to apply. Eye-catching brochures and posters highlight statements by past participants about their experiences in the program. For example, one described Katimavik as "full-time living!"

The campaigns also include giving presentations in high schools, post-secondary institutions and other youth organizations; mailing descriptions of the program to organizations serving youth, including Canada Employment Centres (unemployment offices); persuading local newspapers and other media to feature Katimavik in articles or reports. Advertisements are placed in about 20 national and regional magazines. The External Communications Office reported that in Program Year VIII, the marketing campaign cost $607,542 (Cdn), excluding staff salaries. Table 2 summarizes the campaign.

The purpose of the marketing campaign is to secure inquiries about Katimavik. Each inquiry is logged by source (specific magazine, telephone, regional brochure, etc.). When an inquiry is received by Katimavik, information about the program and an application are sent to the applicant. The results of the Program Year VIII marketing campaign were 26,977 requests for information and applications, which resulted in the return of 10,642 applications, of which 9,157 were complete. According to Katimavik, the average cost of generating each inquiry in Program Year VIII was $23.08 (Cdn). The average cost per completed application was $66.35 (Cdn). Katimavik expected to fill 3,672 slots during Program Year VIII. Marketing and recruitment costs were $165.45 (Cdn) per open slot. Marketing and recruiting costs for the total number of youth Katimavik served during the Program Year VIII (total participants = 4092) were $148.47 (Cdn) per participant.

Katimavik estimates that presentations to schools and other groups resulted in 48 percent of all inquiries to the program; media advertising resulted in about 28 percent; other methods, including mailings, direct telephone calls and use of old forms, produced the remaining inquiries. Only 4.8 percent of all inquiries can be directly traced to the program's efforts at recruitment through the Canada Employment Centres, although more than one-fifth of all applicants described themselves as unemployed.

Table 2

Summary of Recruitment Effort for Program Year VIII

Number of schools visited	1,537
Audio-visual presentations in schools	2,050
Presentations to other organizations	394
Mailings to other organizations	7,608
Information distributed to other organizations by regional offices	2,030
Interviews with press, radio, and television	715
Advertisement inserts in national and regional magazines (including Chatelaine, Jobs Canada, Macleans, Actualite, Mayflower Leisure, Time, Readers Digest, TV Show Time, TV Scene, TV Accent)	64

The different marketing methods vary in the rate at which they produce inquiries that result in applications. Overall, every three inquiries resulted in one completed application. Katimavik received an average of one application for each three inquiries resulting from its presentations (34%) and magazine advertising (35%). Contacting non-selected applicants from previous years resulted in an application from about a quarter of those who asked for more information. Surprisingly, although only a small number of inquiries (4.8%) can be traced to brochures left at the Canada Employment Centres almost half (48%) of those inquiries resulted in applications.

Katimavik's marketing and recruitment strategy is well-developed and expensive. It appears to be one component of the Katimavik program that is consistently reviewed and monitored. In terms of generating large numbers of inquiries and applications, the strategy is successful. However, the final cost of almost $150 per participant seems rather high. The need for the large number of applications is discussed in Chapter VII. In sum, the high number of applicants who choose not to join Katimavik requires that a large applicant pool be developed.

Participant Selection and Replacement

Katimavik has several intake cycles during each program year. That is, applicants are required to submit applications by a particular date in order to be eligible for induction during a particular program phase. Application deadlines precede project start-up dates by three months. Within several days of the application deadline, all applicants are randomly assigned to groups of 12 participants. Assignments are based on a few demographic characteristics (sex, language and region) and are done by computer. Once all slots are filled, the remaining applications are placed in reserve groups. Later, if a participant declines to join Katimavik or drops out, he/she will be replaced by the person in a reserve group who most closely matches his/her characteristics.

Applicants are notified of their selection by mail and are asked to confirm their acceptance and to submit health certificates from their family doctors. Applicants who are not selected are notified of their status and asked whether they would like to enter the applicant pool for the next program phase. Selected applicants are given about four weeks to accept or decline. Upon acceptance, they are notified of their group assignment and sent additional program information, travel information and travel tickets. Applicants who decline are immediately replaced. Replacements are contacted by mail or, if time is short, by telephone. The goal is to send a full group of 12 participants to each community on the start up date.

In earlier program years, Katimavik chose only to replace participants who dropped out during the first few weeks of the first trimester. Program leaders reasoned that after two or

three months, the group would have difficulty adjusting to a new member. But in recent years, replacements have been made throughout the entire program, although most replacements are on site within six weeks of program start. The change in policy was made to ensure enough workers to complete projects, to allow more youth to enter the program, and to increase the effective use of staff, materials and housing. The immediate impact of this policy has been to increase average group size across the entire program year. In addition, group leaders and participants commented favorably on how replacement participants enhanced a group's dynamics by offering new ideas and perspectives.

Group Leader Training

The group leader plays a crucial role, well recognized by the organization. As noted above, all group leaders engage in relatively intense training at Ile Perrot before going to the community to which they have been assigned. The training period lasts almost four weeks for first-time group leaders and three weeks for returning group leaders. It addresses traditional administrative issues as well as other topics such as group leadership and teaching skills. The sessions in preparation for Program Year IX also placed considerable emphasis on safety issues because participant evaluations of Program Year VIII revealed widespread disregard for normal safety precautions in the group houses and at the work site. Table 3 summarizes the topics considered during the training session for Program Year IX.

Group leaders interviewed by P/PV staff were often critical of the training. Although most recognized the need for training, they said that certain topics were unnecessarily belabored and others glossed over. Their criticism can be divided into three primary areas.

Overemphasis on group dynamics. Many argued that group leaders already had adequate training or experiences in group leadership. While some group leaders acknowledged that not everyone at the training sessions had a background in group dynamics, they questioned whether even an intensive training session would provide these individuals with the skills they lacked.

Mismatch between training topics and situations experienced in the field. Specifically, some criticized the elaborate training in the use of safety equipment that would not be available at the group sites. Conversely, they said, they needed more training in handling crisis situations, including theft among group members but they acknowledged that such crises are difficult to prepare for in training.

Inadequate attention to real-life circumstances. Perhaps the harshest criticism of the national training program by group leaders concerned the apparent lack of awareness of the substantial problems that some youth might bring to a unrestricted

Table 3

Group Leader Training Topics

Program Implementation	Hours Allotted
Finance and administration	14
Program design and activities	11
Work projects and sponsors	11
Public relations	7-1/2
Policies and procedures	4-1/2
Evaluation	3
Participant characteristics	3
Safety	
Basic first aid	13-1/2
Advanced first aid	37-1/2
Driving safety	3
Work safety	2-1/2
Fire prevention	2
Group Leader Skills and Group Issues	
Core leadership	15
Design for Learning (teaching)	15
Bilingualism	7-1/2
Sexuality	5-1/2
Code of conduct	4-1/2
Other	
Trimestral team meetings	8-1/2
Special program elements (Military Option, International Year of Youth)	2

and untargeted program like Katimavik. Group leaders said it was likely that participants would have drug and alcohol problems. But, they said, the national training tended to dismiss this problem by noting that use of drugs and alcohol abuse is grounds for dismissal from the program. Group leaders said the policy was of little help to them because it ignored the issue of identifying drug or alcohol abusers and gave little guidance on how to recognize or deal with the problem beyond mere dismissal. Group leaders also said they needed more help dealing with sexual abuse and other emotional problems suffered by participants before they entered the program.

All group leaders said that one of the most important aspects of the national training program was the opportunity to meet with other group leaders and members of the regional and national staff to discuss problems. During the national training program, each group leader meets with the two other group leaders who host the groups that rotate through their communities during the nine-month program. During the meetings of these "trimestral teams," decisions on interpretation of rules, assessments and other matters are hammered out. When the groups arrive at the sites, these group leaders contact each other to discuss what particular problems may have arisen and share impressions of group members. Group leaders commented that they found this portion of national training to be very important.

IV. WORK

Work and group living are the means by which participants are expected to mature and learn. Work, in addition, provides useful services to communities that host Katimavik groups. This chapter discusses the structure and role of work in the program. It be gins with a discussion of how work projects are developed, their goals and the criteria used to select them. Next, the types of work projects are described. Special attention is paid to human service projects, since Katimavik is one of the few youth corps to do a substantial amount of human service work. The third section focuses on the quality of work, including a discussion of supervision. Finally, some conclusions are drawn about the role of work in Katimavik, how work is organized and what it provides youth and communities.

DEVELOPMENT OF WORK PROJECTS

In evaluating the requests of communities for Katimavik crews, the program considers many criteria. Two primary concerns, how ever, are the potential benefits to youth as a result of working and the benefits to the community.

Communities that apply to host a Katimavik group are recruited and selected <u>because</u> of the particular work projects they propose. Very detailed explanations and descriptions of work activities envisioned for participants must be submitted by sponsors. Host communities are encouraged to plan these activi- ties carefully to ensure that they are of adequate duration (nine months), are realistic in terms of the skills participants can bring to the project, and will benefit youth. In addition, sponsors must provide reasonable evidence that the project will be beneficial to the community; has sufficient financial, material, authoritative and legal support, and will be properly supervised.

Katimavik identifies and recruits sponsors in a well organized manner. Before the start of each program year, the national project office prepares a set of clearly defined sponsor quotas for each of the regions. In developing these quotas, the national office groups work projects into sets of three. These three slots comprise the three different communities through which three groups of participants will rotate each trimester.

Each regional office identifies and develops projects according to a fairly rigid set of characteristics including size of community, community language and general type of work. Regional offices retain significant latitude in choosing the communities in which their efforts will be concentrated. They consider distribution of projects across their region, the mix of repeat sponsors with first-time sponsors, and the overall needs and resources of towns and cities in their district.

Various sponsor recruitment strategies are used. Municipal governments (mayors and councils) and not-for-profit groups are contacted. Presentations are made before organizations whose members include potential sponsors. Announcements in local media are also used. It is important to remember that these efforts are directed toward specific types of projects. Thus, special attention is paid to recruiting sponsors for projects that fit hard-to-fill categories, such as nonphysical work in a rural francophone community.

Once potential sponsors are identified, Katimavik staff hold meetings to explain the purpose and philosophy of Katimavik and to discuss the responsibilities of project sponsors. According to regional staff, they spend considerable time working with interested potential sponsors to define project scope and resolve any concerns the sponsor might have.

The submission of a sponsor application is the culmination of several weeks or months of negotiation between project sponsors and Katimavik regional staff. The application is, in many ways, a statement of contractual understanding between the sponsor and Katimavik. After the application is reviewed and approved at the regional level, it is sent to the national office for review and final selection. This review at the national office is not pro forma. The national staff (under guidelines established by senior management and a subcommittee of the board of directors) select projects that will provide varied experiences for the participants.

During the final phases of the project selection process, applications for these slots are evaluated on the degree to which each contributes to a varied experience for participants in contrast with applications for the other two community slots. Pairings, rotations and types of work experiences (physical or nonphysical) are determined for each region before the sponsor development process begins.

The Atlantic Regional Office estimates that the period between the initial recruitment of a sponsor and submission of an actual application is 11 to 12 weeks. The first Katimavik crew is usually at the project 19 weeks after the sponsor's application is received. Thus, the period between the start of sponsor recruitment and the arrival of Katimavik participants in a community is usually 30 weeks.

It would seem that problems would arise because of the length of time between the submission of a proposal and the start of the project. Local interest may wane. Needs and conditions may change. However, visits to sites and discussions with sponsors and Katimavik staff uncovered no evidence of such problems. This may be because of regular communication between sponsors and Katimavik and because group leaders arrive at project sites one month before the first Katimavik participants. By arriving

early, the group leaders are able to revitalize the community's interest and commitment.

Note that the setting -- "the where" -- of the work site has equal importance to the type of work -- "the what" -- in the targeting criteria. This procedure is significantly different from the application process used by many U.S. corps and illustrates the importance of work as a vehicle for youth development in Katimavik.

The process of recruiting sponsors is coordinated by the assistant regional director, assisted by contract staff specifically hired to develop work sponsors. District coordinators and group leaders may also play key roles in identifying and recruiting work sponsors. Their knowledge of the communities in which their groups are placed is often very useful to the efforts of the assistant regional director.

The use of temporary staff is an intriguing approach to locating and recruiting potential sponsors. The immediate benefit is to reduce year-round wage costs and to provide substantial flexibility in meeting regional staffing needs. However, Katimavik has experienced some problems using this approach. In the expansion years, Katimavik added significantly more project developers to its staff to identify and recruit potential work sponsors. These temporary positions were filled by an assortment of individuals, only some of whom had a good understanding of what made a suitable Katimavik project. Experienced group leaders and district coordinators said that some projects developed by the temporary staff suffered because of significant misunderstandings about the appropriate types of work projects that might be undertaken by a Katimavik group.

Katimavik continues to do projects that require full crews and are sponsored by a single organization. But management now encourages many sponsors in a community to host a Katimavik group together. Multiple sponsors and multiple projects in one community can result in a wider variety of projects and more latitude in dealing with unforeseen problems that might arise in any one project. At sites where a variety of work projects were available, participants could either choose the project they wished to do or a rotate among different projects.

When multiple projects are available, Katimavik staff has other options if a scheduled project falls through or needs to be cancelled. In one instance, a sponsor's project required workers who were highly trained and exceptionally motivated to work with severely handicapped children. Despite reservations, the project was approved. The district coordinator soon realized that Katimavik participants were not really suited to the task, and when financial problems also arose at the center, he was able to place the volunteers with other organizations within the same community. In a second instance, potential fire conditions caused by a drought forced participants to be pulled from a camp

site development project. They were immediately sent to another project in a safer area.

TYPES OF WORK PROJECTS UNDERTAKEN BY KATIMAVIK

Katimavik projects involve traditional physical labor and social service work. Katimavik participants are expected to be engaged in physical work 75 percent of the time and nonphysical work during the remaining 25 percent. Ideally, each work site should provide work opportunities in this three-to-one ratio. In practice, due to the varied needs and sometimes limited resources of community sponsors, work projects may involve more of one type of work than another. When this happens, Katimavik tries to balance the ratio during another trimester assignment.

The particular 75:25 ratio has been an important principle of the program since Katimavik was established. The executive director defends its continuation. He notes that Katimavik needs to undertake physical work projects to gain public support. Since they are visible, can be visited by members of Parliament and are tangible products to which former participants can return after their Katimavik experience. In contrast, social service projects, although very rewarding, cannot be expected to provide lasting visible benefits.

Katimavik has had difficulty maintaining the balance between physical and social service work. Regional staff report, for example, that physical projects are harder to find in urban sites while good social service projects are often difficult to set up in rural areas. In areas that are highly unionized, Katimavik work may be seen as a threat to local jobs. The economic history of a region may also define the scope of potential projects. The director of the Pacific region noted that during the boom economic years in western Canada during the 1960s and 1970s, many projects that might have been appropriate for Katimavik had already been completed by the regular work force. In the Pacific region, the greatest demand for Katimavik groups was from sponsors who needed assistance in social service projects. Staff in other regions reported greater sponsor requests involving physical projects.

However, national Katimavik figures reflect little variation among regions in the types of work projects available. Across program years, Katimavik project descriptions and work summaries report consistent adherence to the 75:25 ratio. Apparently, Katimavik has creatively stretched the definitions of physical and nonphysical work. In regions in which social service projects are purportedly difficult to cultivate, any activity at an ostensibly 'social service' site is often reported as non-physical work. Activities such as painting, trail construction or grounds improvement may be counted in the social service/ nonphysical totals. Conversely, in areas in which physical work projects are more difficult to find, activities that involve physically moving patients or servicing clients, including

feeding, pushing wheelchairs and similar activities may be reported as physical activities for participants.

The range of work activities in which participants are engaged defies easy summary and categorization. Because Katimavik already had an MIS in place at the beginning of this study, it did not avail itself of the uniform MIS provided to other youth corps sites by P/PV. Thus, data on work are classified into different categories than in other reports. To give the reader a sense of the diversity of projects, is a list of jobs observed by P/PV staff during their site visits follows:

- working with mentally handicapped adults in a recycling center;
- gardening and landscaping in natural areas and other parks;
- assisting in a sheltered workshop for the mentally handicapped;
- resurfacing and blacktopping a volunteer fire department driveway;
- maintaining and repairing buildings and grounds at a summer camp center for physically handicapped youth;
- working as teachers' aides at a center for children of single mothers;
- working as hospital aides at public long-term care facilities;
- serving as guides at historic sites;
- clearing trails;
- constructing a bike path;
- constructing of a community center;
- organizing local civic celebrations; and
- supervising a shelter for homeless families and adults.

Since some group leaders and sponsors encourage participants to do different things within a community, their exposure to different tasks and work settings can be expanded. And, a new set of opportunities becomes available as a group begins a new trimester in a new community.

Social Service Work

Katimavik has been doing social service work projects since its inception. Nonphysical work, specifically social service work, is a more recent option for most U.S. corps. The Katimavik experience offers some insight into the value of social service projects in a corps setting.

- Katimavik experience demonstrates that there is a need for social service work and that youth corps can do it. Participants enjoy the experience and appreciate the unique opportunities that are available.

- By including social service work, a corps can greatly expand the range of projects in which participants might be engaged. Although most social service projects involve working directly with the elderly and the mentally handicapped, Katimavik groups also work with pre-school children, in the tourist industry, in childcare and other educational facilities, and in other organizations serving persons in need.

- In many communities social service work often is coordinated by an experienced volunteer placement agency (Volunteer Centre). The benefit of using such a mediator is that it facilitates entry into the human service sector within a community and allows Katimavik to gain access to many potential placements without having to negotiate separately with each.

- Social service work usually does not require a full crew of 12 participants. Very few social service organizations can accommodate a full-size crew.

The placement of one or two participants at each work site may lessen some supervisory problems, although it does not eliminate them. Some argue that the splitting of a crew across several sites diminishes the control that the program has over its participants. Others argue that this pattern of placement may actually increase the direct supervision of participants by the sponsor. While for some corps, spreading crew members across multiple sites can eliminate group identification or esprit de corps among participants, the strong residential group life in Katimavik allows participants to maintain a sense of identity with the program.

There are potential risks and problems inherent in the social service work done by Katimavik. The frequent turnover of participants in a community resulting from trimester rotations and the break from work during the billeting period may lead to a

lack of continuity in service by the sponsoring organization and its clients.

The effects of this discontinuity may be less severe in physical work projects because the work will eventually be completed. Organizations that deliver social services may experience greater upheaval from this erratic work effort and potential sponsors of social service work may be less inclined to become involved or may limit the activities they allow participants to do. For example, in an attempt to soften the negative effects of the periodic work effort of ever-changing Katimavik participants, sponsors may limit participants to tasks that require little training or are of less importance to the organization.

QUALITY OF WORK PROJECTS IN KATIMAVIK

This final section discusses sponsors' and participants' reactions to and assessment of the work, and describes those factors that often affect the quality and amount of work done.

Sponsor and Participant Assessment of Work

The quality of work produced by Katimavik or by any other youth corps is dependent upon factors that include the materials, the supervision, the pre-project planning and the emphasis on the importance of work. Although no rigid program rules directly govern behavior at work -- tardiness, absenteeism, dress code -- work <u>is</u> accomplished.

Throughout Katimavik, the quality of the construction and other physical work projects observed was good. Some projects involved only rough carpentry, but even here attention to detail was apparent. However, for some projects suitable tools and materials were not available and the projects were not completed or lacked professionalism.

Assessing quality in nonphysical, social service settings is somewhat more difficult. Often the only evidence that can be found is based on the observations of supervisors and the participants themselves. Supervisors were able to recount many instances where participants had improved the quality of life of an agency's clients. Participants said they felt needed by the people they worked with and noted how important it was for them to meet the needs of these patients or clients.

Comments by sponsors on Katimavik participants and projects during the ninth year were consistent:

- Sponsors found Katimavik participants to be exceptionally good workers.

- Katimavik allowed sponsors to complete important projects or to offer services that would not otherwise be available.

- Sponsors were interested in working with a Katimavik crew again.

These comments were somewhat surprising. In earlier meetings with Katimavik sponsors, P/PV encountered many who were reluctant to sponsor a Katimavik group again. Similarly, regional and national staff complained in prior years that they had experienced difficulty in recruiting enough sponsors of good quality. Why was there a greater level of support among sponsors in recent meetings? The explanation may rest with the smaller program size during Program Year IX after retrenchment. Working at a significantly reduced level, Katimavik had a large pool of potential sponsors from which to draw, many of whom were sponsors during the expansion program years. In addition, the considerably larger number of projects operating during Program Years VII and VIII increased the visibility of Katimavik in many regions, despite some problems that did occur. This is not to say that all work projects during the ninth program year were excellent. They clearly were not. However, a sponsor of a less desirable work project might still be very satisfied with the work that Katimavik crews have accomplished. In addition, the expansion period gave Katimavik staff considerably more experience in the development and recruitment of sponsors. Their efforts were very well focused and their evaluation of projects was perhaps more refined. Given the luxury of a broader pool of potential sponsors, including many "repeaters" during the current year, it is not surprising that recent Katimavik sponsors seemed more positive about the program.

Like sponsors, participants were generally positive about work. They identified strongly with the projects in which they were involved. Participants, when asked about their Katimavik trimesters, usually described them in terms of the specific work project on which they worked (or will work) during their nine months of service.

Katimavik recently commissioned an estimate of the value of work produced by Katimavik volunteers. The study reported that Katimavik produced work valued at almost $58 million (Cdn) during Program Years V through VIII. During this time, Katimavik costs totalled $ 109.6 million. P/PV, however, is unable to accept the findings without question since the report was done using a set of assumptions and techniques that may not be substantively or methodologically correct. In particular, the report was based on little work site observation. Instead it relied almost exclusively on sponsor reports that listed the tasks that participants were doing. Wage rates were then assigned by task in order to compute the total value of Katimavik projects nationwide. Adequacy and completion of work tasks were not included in the analysis, thus the computations are exceptionally dependent on the wage level assigned to each task hour.

Factors Affecting the Amount and Quality of Work

Among P/PV staff observations at work projects are the following: participants arrived at work sites regularly and remained for a full work day; most knew what their responsibilities were for that day and began their task immediately while others waited for specific instructions before getting underway; once work had begun, participants worked quickly and efficiently; the quality of work being accomplished was generally adequate; at times, participants were observed using inferior or inadequate equipment that limited their effectiveness.

Work in social service settings seemed to be done well; participants, staff and clients had developed good rapport and worked well together. In virtually all the social service settings observed, participants worked directly with agency clients; rarely were participants observed doing administrative or clerical tasks.

The quality and quantity of work accomplished by Katimavik participants were affected by several factors. These include competing program demands and inadequate supervision.

Competing Program Demands

Sometimes, components of the Katimavik experience come into conflict with work projects. Conflicts often result from the competing demands of billeting, household duties, trimester breaks and conferences. In general, Katimavik recognizes the tension resulting from these programmatic causes. But these non-work activities are seen as integral parts of the total experience and the work project, though important, does not take precedence. For example, work sponsors are notified that participants have commitments that will sometimes interfere with their project work. Kitchen duty and housekeeping keep two participants from work activities each week. Similarly, during the two- or three-week billeting period, participants do not work at all. Although some modifications are being made to decrease the effect of these factors on work, it is estimated that a nine-month "work project" involving 12 participants produces six and one-half months of work by ten participants.

Supervision and Initiative

Work supervision could become a serious problem. In discussions with regional staff, work supervision was identified as the major problem that arises in Katimavik communities. Observations at several work sites confirmed the existence of this problem.

Work supervision is the sole responsibility of project sponsors. Katimavik does not provide worksite supervisors, nor does it reimburse sponsors for the supervisors they provide. Sponsors within host communities are expected to provide the following support and materials: materials needed to complete the project,

necessary tools, technical support for successful completion of the project, insurance and proper supervision of Katimavik participants. Many sponsors fail to meet one or more of these requirements, most commonly, adequate supervision. In a substantial number of the sites visited, supervision of Katimavik participants was sorely lacking. Four types of supervisory problems were observed. They were:

- lack of supervision;
- inadequate, irregular or sporadic supervision;
- inexperienced supervision; and
- unqualified technical supervision.

Where supervision was absent, community sponsors failed to hire (or retain) a supervisor because of lack of funds or bureaucratic inertia. Regional staff reported that the absence of a supervisor often occurs in projects sponsored by not-for-profit, volunteer organizations. Many of these sponsors plan to hire a supervisor using grant funds, but when grant funding fails to materialize, the project is left without supervision. Unfortunately, the decision to place a Katimavik group in a particular community is often made long before grant awards are determined. In some instances, a Catch-22 situation may exist. Potential sponsors may find that their receipt of a grant to pay for a supervisor is contingent on certifying that a Katimavik group will be on location to do the project when they apply. At the same time, Katimavik requires some proof that adequate supervision will be available.

Absence of a supervisor can place a substantial burden on group members assigned to the project and to the group leader who must assume responsibility for organizing, planning and completing it. In fact, in sites where regular supervision was totally absent, group members and the group leader often assumed control of the project and completed it themselves. Both participants and group leaders said that sometimes the lack of a supervisor was beneficial, allowing them to be more innovative and to take more control. In other cases, however, it meant that a project had to be abandoned.

The second, and perhaps more prevalent, supervisory problem encountered by participants is inadequate supervision. Very often, budgetary constraints or a failure to recognize the need for good quality supervision lead to the appointment of supervisors who have other responsibilities or lack supervisory experience.

In the first case, an employee of the sponsoring organization may be given the additional responsibility of overseeing the Katimavik crew and project. An employee with added-on supervisory responsibilities may tend to ignore them when pressed with

regular job demands. This type of supervisor would generally appear at the job site irregularly or only in emergencies. Some participants thrived on this type of supervision and consistently continued to do productive work. Other participants tended to do the minimum, assuming -- sometimes correctly -- that the sponsoring organization did not see their work as important.

The third supervision problem resulted from the selection and hiring of inexperienced individuals as project supervisors. Sponsoring organizations strapped for funds to pay supervisors settled for individuals who had technical skills (in carpentry, construction or logging, for example) but who had limited experience in directing the activities of other workers. In one instance, an entire 10-member crew was assigned to just one project. An inexperienced supervisor was faced with a group of unskilled, inexperienced laborers, only some whom spoke his language. The combination of an inexperienced supervisor and a large unskilled crew led, in this instance, to inadequate assignments and work of marginal quality. Most crew members spent much of their workday watching a few of their co-workers and the supervisor complete a task.

Such a problem occurred when there was a disjuncture between the planning of a project and its execution. In their eagerness to get a Katimavik crew, sponsors may have assumed that all 10 participants could be readily put to work on the project. However, in projects that required significant amounts of coordination, sequential completion of specialized tasks, and significant work skills, it is unlikely that a large unskilled crew under the direction of an inexperienced supervisor could make substantial progress.

A fourth supervisory problem resulted when a supervisor had inadequate technical knowledge and skills. In one incident, a supervisor was hired to direct the building a replica of an historic log cabin. Only after three or four weeks of shaping and cutting the logs, did the participants and supervisor learn that the work was being done incorrectly and the logs could not be used. (The supervisor subsequently left and was replaced by a more knowledgeable volunteer who began the task anew.)

In discussions with sponsors and supervisors it appeared that those involved in nonphysical, social service projects were often more comfortable and better prepared to deal with Katimavik volunteers and direct their activities. Work sponsors and supervisors at physical work projects much more frequently admitted unforeseen difficulties. Often, they reported being overwhelmed. In no instance did the supervisor or sponsor lay blame on the participants. Instead, they attributed the problem to their own lack of experience working with a volunteer youth group or logistical difficulties in completing a multi-stage, multi-task project.

Many factors seemed to diminish supervisory problems at Katimavik social service work sites. These included having fewer participants per site, greater experience in assimilating volunteers into the organization's ongoing activities, and the regulation on volunteers' activities imposed by client and patient demands. Supervisory problems at many physical work sites seemed to result from larger crews, the complexity and sequential nature of the tasks involved, inexperienced or absent supervisors, and the fact that the physical project might be a "stand-alone" work effort in which both the volunteers and supervisor were isolated, received no feedback and saw no evidence of the organization's interest in what they were doing.

The problem of inadequate supervision contrasts sharply with the experience of other youth corps. Katimavik differs fundamentally in its decision not to provide work supervisors as part of the package it offers to sponsoring organizations and communities. Katimavik's local staff representative, the group leader, functions only as a supervisor of group activities within the group house and as a liaison with the host community and local Katimavik committee. Group leaders are not hired for their supervisory or technical abilities and are not expected to supervise the work of participants.

Katimavik is reviewing the issue of work supervision in the program. Several options are being considered, including supplying Katimavik-paid work supervisors and offering training sessions for work sponsors' supervisors. In a one-of-a-kind experiment, an exceptional group leader has also been appointed as a work supervisor. However, such a model would affect the quality and dynamics of group life in a residential setting. As noted above, the group leader has been responsible for all group activities and program delivery within the residence. In addition, Katimavik has been especially successful in recruiting individuals who are suited to this type of group supportive role. Adding work-supervision responsibilities would require that Katimavik revamp the criteria by which it recruits and assesses group leader candidates. The dual role of work supervisor and residence leader might strain both group dynamics and the group leader. Alternatively, adding staff to supervise work would dramatically increase project costs and tend to cloud authority within the group.

CONCLUSION

This chapter began by noting that work was but one component of the larger Katimavik model. Although the importance of work as a vehicle for training participants has increased in recent program years, work remains a way of achieving or enhancing personal development among the youth and not an end in itself.

Work in Katimavik, however, cannot be dismissed as ancillary and unproductive. Considerable organizational resources and planning

go into the development and coordination of work activities. Katimavik also recognizes the importance of completing high-quality projects to ensure continued support.

As a decentralized program, dependent upon local sponsors to provide direction for work activities, Katimavik's single great est failing revolves around participant supervision. The consequences could be severe -- lower productivity, safety problems and the like. To date, few of these problems have arisen so frequently as to threaten the program. However, Katimavik may have been fortunate. Although there were instances in which participants had overcome the lack of proper supervision, the potential for serious problems looms darkly. Unless Katimavik is able to grapple effectively with the issue of work supervision and help ensure that a recognized "product" results, it may jeopardize its own viability as a recipient of federal funds, given the new political and economic climate in Canada.

The Katimavik model also provides us with an indication of the broad range of activities that can be undertaken by a relatively inexperienced work force. Its tradition of social service and physical work provides interesting and useful alternatives for youth corps that may offer less economically and educationally challenging activities.

As in other corps, work in Katimavik is central to the goals and organization of the program. It is how participants spend most of their time, it is the major reason why communities host groups, and it is an important vehicle for delivering benefits to participants. In contrast to many corps in the U.S., however, the amount of productive work that participants accomplish does not seem to dominate other aspects of the program. Projects are selected not just on the basis of the need for the work nor its potential usefulness to sponsors, but also in order to provide participants with particular kinds of experiences. Similarly, participants are pulled from work assignments for billeting, for orientation and evaluation, and for group responsibilities. Thus, the amount of work that is accomplished in Katimavik appears to be somewhat less important than in other corps.

There are two reasons for this. First, participants are considered to be volunteers. Because neither the program nor work sponsors are paying wages, there seems to be an unwillingness to hold the participants to the kind of rigid work rules that would be appropriate for paid employees. This has both positive and negative effects. As volunteers, the participants are able to undertake a wide variety of tasks, to avoid appearing to displace regular workers, and to exercise initiative beyond a specific job description. At the same time, there is little evidence that participants are held to strict work behavior and are not necessarily taught good work habits. For many participants this did not seem to be a problem. However, where there was a problem, there was no specific programmatic way to address it, other than dismissal.

Second, there is no locus of accountability, either among Katimavik staff or communities, for seeing that a specific amount of work is accomplished. Work sponsors are required to provide supervision, although this is not always done. Group leaders oversee the activities of their charges, but they have relatively little control over their work output. Thus, no safeguards exist to guarantee deadlines are met, work of good quality is done, et cetera. Even without these safeguards, our impression is that work does get done but that its full potential is not realized. However, it seems likely that the amount and the quality of work could be increased if work project accountability were a specific responsibility of either the community or the program. Taking specific program steps to see that productive work is done would have two benefits. First, it would increase the value of the program to work sponsors and, presumably, increase its support in communities. Second, it would be a more structured way of improving the working skills of participants.

V. YOUTH DEVELOPMENT

In Katimavik, youth development is the primary goal; all components are viewed in terms of their ability to achieve it. According to the executive director, "participants take priority over work." Each of the Katimavik components -- work, education, group life -- is designed to contribute to the development process by inculcating life skills or by increasing youths' self-confidence. The extent to which this emphasis is reflected in the program is described in the remainder of this chapter.

Katimavik staff justify the focus on personal development as a long-term investment that gives Canadian citizens the skills and awareness to improve the quality of life in Canada. In a recent speech to an International Youth Services Conference, Senator Jacques Hebert, the founder of Katimavik, emphasized how Katimavik's broad objectives and commitment to allowing young people to gain experience in a number of different areas promotes the development of useful lifelong skills. "Katimavik is not solely concerned with preparing young people for the job market, but even as it pursues its broader objectives, it provides participants with skills that are useful and sometimes essential in the workplace." It is his belief, shared by many of the staff who administer the program, that the focus on longer-term life skills such as the ability to adjust to new situations and to work well with a group, is the most effective way to develop the youth who participate in the program. However, the staff also acknowledges that this type of developmental emphasis may limit the program's appeal and attract youth who seek the travel and independence Katimavik offers.

EXPERIENTIAL LEARNING

In Katimavik, individuals are encouraged to take responsibility for learning. And, under the experiential learning philosophy, the individual can learn from all situations and all experiences, once given the proper understanding. Professor Tony Richards of Dalhousie University, who spoke on experiential learning at a Youth Corps Exchange Program Conference on Youth Development, says there is a four-step cycle that individuals must follow to gain mastery of the process:

- Separation: willingness to enter the program and experience new things. This commitment is critical and is facilitated by physical separation from former environments.

- Encounter: the actual performance of certain activities. This is the heart of what corps emphasize, such as living and working in groups, work, skills training and problem solving.

- Reflection: consciously reviewing the above encounter or activity and placing it in the context of one's life and career. This stage of "taking stock" is critical.

- Incorporation: placing the experience in context and incorporating it into larger framework by which the individual guides his future activities.

According to Richards, the cycle can then repeat itself in the next context in which the individual finds himself.

Katimavik puts high priority on individual initiative at the same time that it fosters the ability to live harmoniously in a group. Although the program structures many opportunities for growth, a successful participant is one who increases his or her sense of individual responsibility and control.

This chapter will describe each component of youth development including group life, billeting, work experience, education, and travel. It also discusses how the type of youth attracted to Katimavik allows a multi-faceted youth development program to be offered and supported. Finally, we assess how well the goals of youth development are achieved.

GROUP LIFE EXPERIENCE

A primary means of promoting youth development is having youth live in group houses. In each of the three communities in which participants live during their nine-month stay, they share a group house with 11 other participants and a group leader. The group remains intact and travels together to each community, but the group leader is different in each location.

This section describes group living and how it furthers the program's goals. Learning focuses on the following aspects:

- group composition and responsibilities;
- rules and regulations; and
- increased communication.

Group Composition and Responsibilities

Each group includes equal numbers of males and females and a proportionate representation of Anglophones(8) and Francophones(4). One week before the start of a participant's first project, he or she receives a ticket for independent travel to the first site. For most participants, this travel marks the beginning of taking responsibility for managing their own lives. When they arrive in each community, participants receive about a week (shortened four days in the second and third trimesters) of orientation in which they become acquainted with the rest of the group, understand how the program functions and begin household

duties. The week also provides an opportunity to learn about the community.

Living in the group house requires that participants live harmoniously with a diverse group of young people and learn to share household chores. In the early weeks, group leaders organize tasks, set up schedules and provide needed instruction. Few participants have lived away from their families before.

Katimavik participants must to learn to perform such tasks as shopping for large quantities of nutritious food while remaining within the Katimavik budget. As the group members get to know each other better and to develop a sense of group solidarity, they are expected to assume more responsibility for managing their daily lives and to rely on the group leader as a resource person rather than as a parent. According to program designers, the opportunity to operate the house, to decide on evening and weekend activities and to maintain harmonious relations provides an enormous opportunity for the youth to become more mature.

Group leaders are crucial to the development of group solidarity and responsibility. Of particular importance is their ability to increase the participants' role in planning and decision making. During the training session that precedes each program cycle, the three group leaders who will work with a group meet to discuss individual approaches to the job and attempt to agree on how rules and regulations will be interpreted and followed. During each trimester, the group corresponds at least once with their next group leader, asking questions about issues important to them. Often the group discusses the new group leader's style and personality with the current group leaders. All of this is done to ensure that their experience at three different sites is congruous.

Rules and Regulations

Group leaders are responsible for handling serious discipline problems according to provisions in the Katimavik Code of Conduct. There are five rules, printed in the Participant Information Guide, that participants must follow. They are:

- The use or possession of drugs in violation of the law is prohibited.
- The abuse of alcohol by participants is prohibited, and participants are expected to obey the liquor laws of the province in which they are located.
- Male and female participants are required to sleep in physically separated quarters. Katimavik does not permit sexual relations involving participants on the project site or while engaged in program activities.

- Participants may not hitchhike under any circumstances.

- All participants are required to maintain a fair share of the work load in program-related activities and group life.

Violation of any of these rules can result in dismissal from the program. Generally, participants receive several warnings before they are expelled. During 1985, more details were added to the Code of Conduct to guide group leaders in their interpretation of the rules and to increase the uniformity of their application.

Increased Communication

The group life experience is an important vehicle for fostering the participants' ability to communicate. Living arrangements and communal breakfasts and dinners require that youth establish sharing and open relationships. There is a conscious effort to bring problems into the open and talk them through, rather than letting them smolder. In occasional evening programs devoted to discussing problems in the house or at work, participants are encouraged to express their opinions. One group leader regularly schedules an evening program at the end of the first month when participants are asked to complete sentences beginning, "I remember....." or "I like....." The session provides an opportunity for them to describe their feelings and opinions in front of the entire group and helps them understand how the first month in Katimavik has changed their attitudes toward other group members. Because of the language difference, the program places particular emphasis on developing means of overcoming the language barrier.

Communication and reflection on the changes participants experience in Katimavik are also encouraged by the regular evaluations and debriefings that occur each trimester within the group house and between the group leader and each participant. Participants are also given the opportunity to meet with the coordinator, who supervises four group leaders.

In recent years, supervisors at the work sites have been asked to prepare a final evaluation at the end of the rotation, including an enumeration of the skills that participants have learned on that job, and to discuss it with the participants. This reflects increased attention to the development of work skills and the role of the supervisor. In work sites observed by P/PV staff, the evaluations were being done. The exchange of information is intended to be two-way and is expected to be the culmination of earlier discussions between the two parties. Awareness of the regularly scheduled sessions, and the expectation that they will be dialogues, encourages youth to examine their actions. For some youth, the necessary introspection may come naturally; for others, it may require effort. Interviews with participants at

different points in the Katimavik experience showed growth in the ability of those in their second or third rotation to reflect on their experience, to describe its strengths and weaknesses, and to work with other members of their group.

YOUTH DEVELOPMENT THROUGH OTHER PROGRAM COMPONENTS

Youth development in Katimavik is also directly facilitated through specific program components including billeting, work and program-supported education.

Billeting

Participants are billeted with a family in the group house's community for 14 to 21 days near the end of each trimester. Billeting was built into the original program design as another method of promoting understanding among Canadians with different back grounds. This was particularly important in the early years when all the communities were rural and participants came primarily from urban areas. Billeting also furthers the integration of the youth into the area and can assist in second-language learning. An unintended benefit for Katimavik has been publicity and program recognition within the community as a result of billeting. Families interviewed seemed pleased by the opportunity to house the youth. In early years, the youth remained with the families during the day and either worked around the house or accompanied one of the adults to a job, so that the families gained some assistance from the youths' presence. Recent changes have meant that most participants continue to work at their original jobs while they are billeting.

Billeting has also been used to develop individual initiative. In many communities, the group leader asks participants to locate their own billets rather than presenting them with a list of families secured by the leader or the Local Katimavik Committee. It is a difficult task for participants, who must begin looking shortly after they arrive in a new community. Yet, both families and youth interviewed in homes where the arrangements had been made by the youth seemed happy. This strategy has been used in urban areas where it has been more difficult to secure billets; participants have been able to locate families through their co-workers.

Participants generally rate billeting highly. They report that it offers a break in their routine and an opportunity to try a way of life that is new and different. For some of them, it represents an opportunity to experiment with the type of life style or career they might wish to lead later.

As in other components of Katimavik, billeting concludes with debriefing sessions. Participants share experiences with their peers and the group leader; the families are also asked to complete a form to assess the participants at the conclusion of their stay.

Work

The role of work was discussed in detail in Chapter IV. However, recent cycles have witnessed a change both in the attitude of the youth and the requirements of the program. In the face of Canada's high unemployment rate, it appears that youth who enter the program are more concerned with gaining experience and marketable skills that will allow them to obtain jobs in the future. At the same time, the recently elected Conservative government (1984) is studying a Katimavik program begun and promoted by their Liberal predecessors. Both of these changes, in government and in youths' expectations, have combined to make the work component more prominent and to tighten the organization of the work experience.

At the beginning of each rotation, participants prepare a resume and specify their areas of interest. They then interview with several sponsors who may have positions that match their interests. Specific projects are assigned to Katimavik youth for completion. The physical work proved particularly satisfying to many of the youth interviewed because the skills were generally newly acquired and the work something they had not thought themselves capable of accomplishing. The female participants expressed great pleasure at the concrete evidence of their work, and many spoke of their intention to return later and view the fruits of their labor. As Katimavik has begun to locate more projects in urban areas, there has been greater availability of community service work.

Administrators have begun to understand that both the physical and human service work projects can contribute to the participants' development in the following ways:

- exposure to new types of work;
- learning specific skills; and
- development of employability skills.

For many of the youth, working in Katimavik may be their first job, and requirements at the worksites should serve to enrich what the participants learn.

Part of the Katimavik ethic has been to inculcate an understanding of the need for volunteer work. Yet, with the need to justify itself by showing concrete results, the program may be forced to pay greater attention to the development of marketable skills than to personal development. Various experiments are being tried within the program to improve and tighten the work experience. However, control still rests with the sponsors and not with Katimavik, and the variability of participant experience is likely to remain as long as that is the case. If the experimental use of one person as both group leader and work supervisor becomes more widespread, it may strengthen participant's work

experience. However, this change may affect the dynamics of the group house.

Education

Katimavik places more emphasis on experiential learning than for mal education. Many of Katimavik's participants may not need formal remedial education. Between two-thirds and three-quarters of the participants are high school graduates, and many will continue to seek further education. Therefore, the focus of the structured educational program is different from that in corps that stress remedial education.

Most of the planned education occurs in the evening. Until last year, each participant received a manual divided into topic areas meant to coincide with the rest of the Katimavik program. This year the bulky manual was replaced by a boxed set of learning modules placed in each group house for use by the entire group. These learning kits include information and exercises on such topics as work skills, environmental awareness, appropriate technology, nutrition and well-being.

Each of the learning programs, as they are called, expands upon other aspects of Katimavik experience and structures experiential learning. However, since many participants applied to Katimavik specifically to take some time off from structured learning, they are no more tempted to use the pamphlets contained in the boxes than they would be to use textbooks. And, since participants work every day, educational activity is relegated to the evening when many are tired and would prefer to relax.

Since few participants use the learning programs on their own, group leaders use them as the basis for evening activities. In a number of the houses visited by P/PV staff, group leaders had scheduled three or four evenings a week for the learning programs and group members were expected to be present. Participants worked with the group leader to develop short programs that allowed time for recreation after their completion. In other groups where participants were given freedom to pursue topics on their own, the level of participation was lower.

The learning programs also give participants a chance to pursue their individual development plans (IDP). At the beginning of each trimester, each participant prepares an IDP, specifying a goal for that three-month period. The IDP can encompass a broad range, from learning a new skill to some type of personal improvement. Development plans emphasize the individual initiative, responsibility and self-evaluation that characterize the program. One evening a week is often devoted to pursuing these plans. Generally, the only measure of progress comes during participant and group leader evaluations at the conclusion of each rotation. Participants are also encouraged to keep a diary during their nine months in Katimavik, an activity that seemed to

depend on individual discipline. They are not required to show the diary to anyone.

Of all the topic areas addressed by the learning programs, second language learning received the most widespread use; it is the subject most closely related to participants' daily needs and the area in which their knowledge varies the most. Some group leaders incorporate second language learning into daily living by labeling objects in the house and setting aside certain evenings or dinners where all conversation is limited to one of the two languages.

Katimavik provides opportunities and resources for individual growth and learning, but it does not integrate the education into the daily program. In accord with program philosophy, the resources and opportunities are available to those who decide to use them. But most participants use them only as part of structured activities.

CONCLUSION

Any attempt to assess youth development as a separate component leads to an examination of how all program components contribute to the achievement of this overriding goal. An assessment of how well the program succeeds in inculcating the resourcefulness, independence and ability to learn from experience that are the program's goals requires a long-term study. However, it is possible to assess how well each program component is structured to achieve youth development goals in the short term.

Several components, group living and billeting, have been expressly designed to inculcate the life skills that are at the heart of the youth development process. Participants learn to cooperate and communicate with people of different backgrounds, take responsibility for their daily lives and develop initiative. All youth benefit from the group and billeting experiences when they participate in the program. For many of them, it is the most significant aspect.

Although youth development took priority over for work during early program years, there has been a shift in emphasis. Administrators have recognized the importance of the work experience in teaching participants the requirements of a job. However, despite the requirement that participants prepare resumes and work regular hours, Katimavik's lack of control over work sponsors continues to promote variability in the work experience. An immediate change that Katimavik's administrators should consider is how to make the work experience more consistent. Training work supervisors might help them understand that youth are expected to meet the standards of regular workers, despite the fact that they may need to learn some skills on the job. In addition, some of the learning programs and evening discussions might be devoted to appropriate work behavior and job

search skills, so that youth understand how development of skills in these areas contributes to lifelong learning.

Since the expectation of program administrators is that learning will result from all aspects of Katimavik, formal education has a minor and variable role. It depends on the group leader's interest in scheduling programs and on the initiative of corps-members in using the materials made available to them. It occurs primarily in the evening and is always secondary to other program activities.

Katimavik's planners sold the program to the Canadian government and to the country's youth on the basis that youth development was the most important aspect of the program. This has created a number of problems. The lack of emphasis on providing skills that lead to employment has limited the program's appeal. The difficulty of measuring experiential learning has made the youth development effort difficult to assess, and, finally, the vagueness of youth development goals has limited the program's political support.

VI. MILITARY OPTION

The Military Option is another of Katimavik's unique features. Its uniqueness stems from the fact that the experience is run by the Canadian Armed Forces and is one of the few parts of the Katimavik experience that must be chosen by the participant. Such a divergent component might tend to undermine program continuity, but P/PV observations and reports by participants suggest that the Military Option has successfully integrated the goals of Katimavik.

The Military Option is also interesting because it allows Katimavik to blend two types of volunteer national service -- military and civilian -- into an overall experience.

The Military Option is not without its detractors within Katimavik. Some national and regional staff members and group leaders suggested that the Military Option is incongruous within a national program designed to underscore the interdependence of cultures, of humankind and the environment, and the need for international understanding. However, discussions also revealed ignorance of what the Military Option actually entailed. In many ways, the option is perceived as a "black box" in which participants are sealed before returning to "real" Katimavik projects. Unfortunately, many seem to discount the possibility that the Military Option affords participants as useful an opportunity for growth as do civilian projects.

Criticism from the military center primarily on training issues. Military recruitment is not emphasized. Some military personnel believed that recruitment to the armed forces should be a fundamental component of the Military Option. Other concerns rested on whether female participants should continue to be admitted. By and large, however, military personnel who work with Katimavik participants seemed genuinely pleased and receptive to the program.

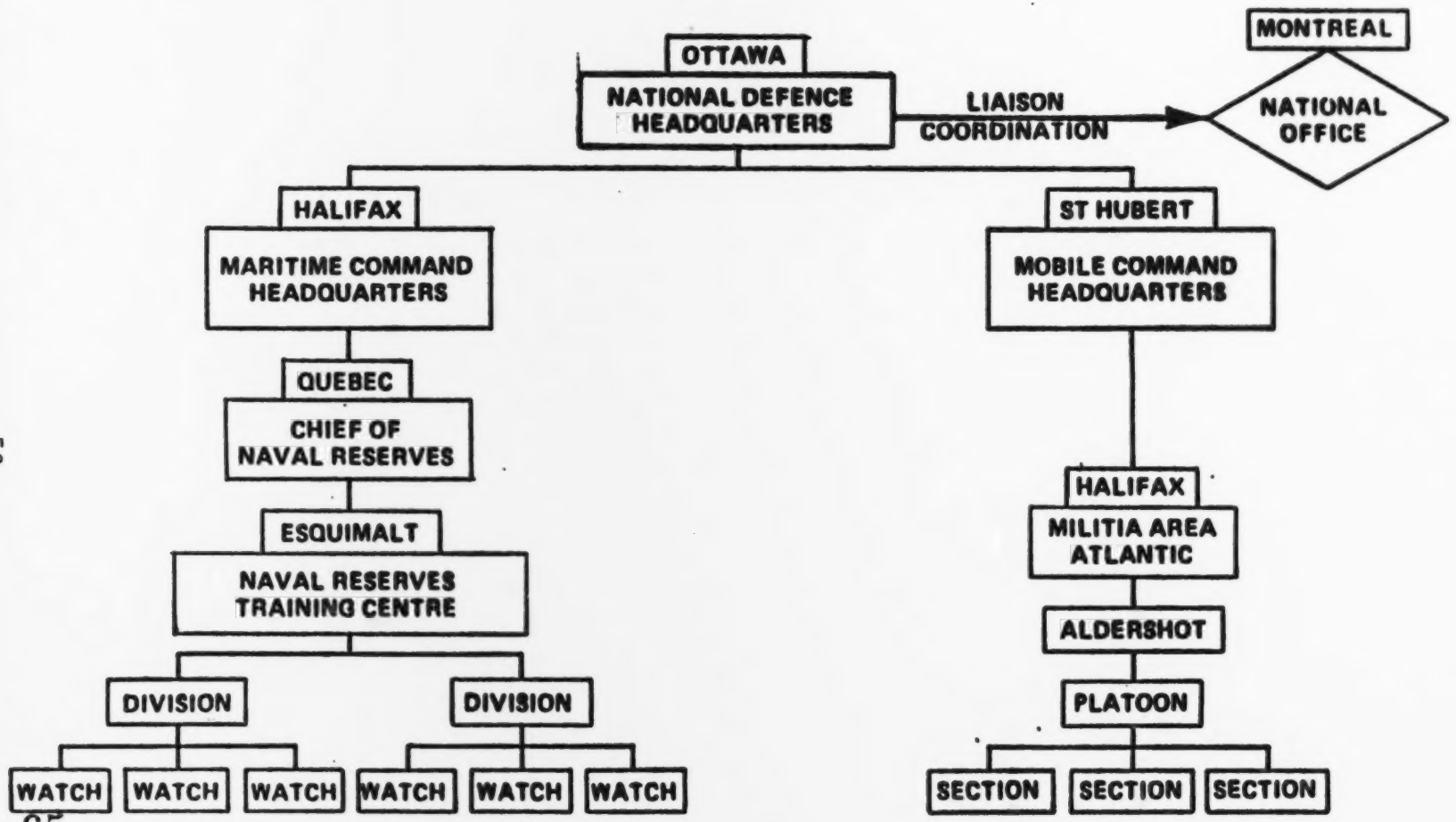
STRUCTURE AND ORGANIZATION

The Military Option is linked directly to the Katimavik national office through the deputy executive director. A special liaison officer within the National Defense Headquarters in Ottawa coordinates the Military Option at two training centers. The Mobile Command (Army) conducts its training at Aldershot, Nova Scotia. The Maritime Command (Navy) receives and trains participants at Esquimalt, British Columbia. Chart 2 displays the command structure of the Military Option.

About 10 percent of all Katimavik participants are selected for the Military Option each year. Participants must indicate on their initial application their desire to spend one of their trimesters serving in the program. In Program Year VIII about 19 percent of all applicants indicated their willingness to serve.

Chart 2

KATIMAVIK MILITARY OPTION ORGANIZATION



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Ironically, there is a misperception among Katimavik participants that choosing the Military Option increases their chance of selection into the program. Analyses of selection and enrollment data suggests that applicants who indicate a preference for the Military Option had a smaller chance of selection into Katimavik than those who did not.

In Program Year IX, three groups of participants, called sections, were assigned to Aldershot each trimester; six groups were assigned to Esquimalt. Applicants do not indicate a preference for which military routine they wish to join. They are arbitrarily assigned to Esquimalt or Aldershot.

The Military Option has been an integral part of the program since Katimavik's inception. All military personnel assigned to the option are carefully selected for qualifications in military skills, leadership and management. They are briefed on the philosophy and objectives of Katimavik and attend national training at the Perrot Center. They maintain some contact, albeit limited, with regional staff and other Katimavik groups working in areas near training bases.

Many personnel serving in the Military Option have considerable tenure in the positions they occupy. Some individuals, in fact, have served since the first program year. This stability has promoted a coherent and experience-tested routine for all participants.

In contrast with other Katimavik operations, the Military Option has a large staff on site to support the program. One officer directly oversees the activities of the platoon or division and personally conducts a large share of the classroom and experiential training. He is assisted by a secretarial support clerk, a driver and an aide. The latter assumes command in the officer's absence. Section leaders or watch commanders are responsible for the groups of participants assigned to them and all meals are prepared by the camp staff. Thus, the Military Option is structured to relieve participants of many mundane and time-consuming tasks. In addition, the elaborate staff support system allows the section/watch leaders and platoon leaders time to work directly with the participants.

Finally, the resources upon which Military Option personnel can draw are significantly broader than those available to most civilian work projects and group leaders. All types of tours are available, as are materials for military and survival exercises. Based on P/PV's limited observations, all of these factors contribute to making the Military Option an exceptionally good experience.

THE MILITARY OPTION EXPERIENCE

The Military Option is designed to give Katimavik participants an opportunity to experience military service through the well-

Table 4

Trimester Agenda of Activities by Week at Aldershot

Week	Planned Activities
0	Check in Haircuts Medical checkup, identification cards issued Camp orientation Distribution of gear
1	Introduction to physical training PT evaluation (baseline) Drilled training
2	Continued introductory training
3	Weapons training and firing
4	First aid training Day marches
5	Field trips Drill work
6	Machine-gun training, midway PT evaluation
7	Trips to other military sites Bivouac orientation
8	Bivouac in field (tent city)
9	Field training exercises
10	Drill work, orientation toward individual survival
11	Field survival week
12	Transition to civilian projects Graduation Reflection
13	Departure

planned and varied activities. The program is substantially different from that experienced in civilian projects. Several key differences are immediately apparent:

- a higher degree of daily, weekly and trimester planning and organization;
- greater emphasis on discipline and planned experiential learning; and
- greater use of classroom instruction.

Perhaps because it has been part of Katimavik since the beginning and perhaps because of its military setting, the Military Option is very carefully planned and structured. Table 4 details the agenda of activities during a single trimester at Aldershot.

In general, Katimavik candidates receive the same basic training as new recruits into the reserves. However, military personnel associated with Katimavik contend that the Katimavik experience is more intense and goes considerably further than most reserve, training. The section leaders told us that during participants three month stay Katimavik, they are exposed to materials that regular reserve recruits experience only during two years of service. Futhermore, the survival, leadership and tactics training is something that most reservists never receive.

Each trimester's activities are cumulative. Basic, rigorous military orientation gives way to more advanced experiences, culminating in applied field exercises during the final weeks of the trimester. Although the training is physically and psychologically demanding, attrition during the Military Option is low. In fact, after 10 weeks in the Military Option, only one participant in 31 had been dismissed (for violating Katimavik rules) and no participant had left voluntarily.

Table 5 lists the experiences and types of training that Katimavik participants encounter. Particular experiences are determined by weather conditions and the platoon commander. Throughout all activities, candidate safety and security is emphasized. Exercises are reviewed carefully and are closely supervised by section leaders and other military personnel.

Table 6 is a schedule for a typical training day in the Military Option. Days begin very early; most candidates are awakened by 5:30 a.m. Physical training is mandatory only during the first half of the trimester, but most participants continue the routine throughout their stay. Virtually no free time (other than breaks) occurs during the day.

The Military Option uses classroom-based instruction supplemented by actual experience. After a substantial amount of classroom instruction on the theory and practice of a topic, participants go out and try their hand at it. Section leaders and instructors

Table 5

Topics and Experiences in the Military Option

Leadership development
Standard first aid course, CPR training
Drill with/without weapons
Radio procedure
General military knowledge (organization, roles, policies and procedures)
Military law and national security
Fire fighting and fire safety
Weapons training: rifle, automatic rifle and submachine gun
Use of pyrotechnics
Map and compass use, orienteering
Defensive driving course (theoretical)
Nuclear, biological and chemical warfare/defense (gas chamber)
Combat tactics (field exercise with blank ammunition)
Bushcraft and survival training
Rappelling
Canoeing
Sports
Navigation, sailing, knots and lashes, power boating (Equimalt)
Second language training

Table 6

Typical Training Day

0530	Reveille
0600-0630	Physical training (PT)
0630-0730	Shower, breakfast and prepare for inspection
0730-0745	Course senior's inspection
0745-0815	Inspection
0815-0830	Prepare for first class of the day
0830-0910	First lecture
0910-0920	Break
0920-1000	Second lecture
1000-1020	Coffee break
1020-1100	Third lecture
1100-1110	Break
1110-1200	Fourth lecture
1200-1300	Lunch
1300-1340	Fifth lecture
1340-1350	Break
1350-1430	Sixth lecture
1430-1445	Coffee break
1445-1525	Seventh lecture
1525-1535	Break
1535-1615	Eighth lecture
1615-1655	Administration
1630-1730	Dinner
1730-2300	Evening duties/study/entertainment
2300	Lights out

monitor the field experience and offer advice on and criticism of the participant's efforts.

Observations in classrooms suggested that instruction was practical and well-organized. Participants' attention varied; some participants were clearly more interested in the classroom approach than others.

Several interesting elements in the classroom instruction were observed. First, participant translators constantly reviewed sections of the lecture in French for French-speaking participants. A different translator was appointed for each lecture.

Second, classroom presentations showed the topic's applications in "real-world" (non-military) settings. Although the context was the use of a particular skill in a military exercise, considerable efforts were made to show participants that the same skill, ability or information could also be transferred to other settings. The commanding officer at Aldershot said that he consciously designed the curriculum content and approach to allow a "decompression period" to facilitate the transition of participants from a military setting to a civilian one.

Military personnel noted one exception to the regular training routine made for Katimavik participants. Section or platoon leader may pull a volunteer out of ranks or classroom instruction to discuss particular problems. These sessions with participants are a concession to the overall Katimavik emphasis on youth development.

Individual recognition plays a large part in the Military Option. Participants are held accountable for their actions as individuals and as members of a section. Each day, a participant is selected to be senior candidate. He or she is responsible for communicating daily orders, timetables and other information to members of his or her section and ensuring that the group assembles on time with proper equipment.

Senior candidates' responsibilities include acting as commander for physical training, group marching and group discipline for that day. The platoon commander and section leaders believe that this type of leadership training is an essential component of the Military Option and carefully defer to the senior candidate in all matters delegated to that post.

The Military Option graduation is a regular public event at the end of the trimester. Area Katimavik representatives are invited, candidates invite guests, and a senior officer reviews the candidates and delivers an address. Achievement awards are given for top candidates, top survivalist, most improved candidate and best marksman, among others. Each participant receives several certificates detailing the activities and training he or she has successfully completed. In particular, candidates receive a Basic Recruit Training certificate exempting them from

preliminary training should they decide to join the Canadian Forces at a later time.

PARTICIPANTS IN THE MILITARY OPTION

Katimavik applicants may choose to be selected into the Military Option for one of their trimesters. However, the usual selection criteria (region, sex, language) ensure that Katimavik groups in the Military Option have the same demographic composition as those in civilian projects. But the participant who chooses the Military Option is likely to be different from other Katimavik applicants.

When questioned about why they opted for the Military component, participants gave two principal reasons. Participants see the Military Option as more demanding and clearly different from anything else in which they have engaged. Candidates talked about whether they could force themselves to do it without quitting. They were attracted by the challenge and the sense of accomplishment that comes from doing something that others, including friends and family, had said they were incapable of.

Second, they said they wanted to experience military life for three months without actually enlisting. Although military personnel do not, as a rule, use the trimester for recruitment, the commander at Aldershot estimated that six or seven candidates of the 31 on base expressed an interest in joining the military after Katimavik. Participants were able to identify about a dozen individuals who were leaning toward enlistment.

Other reasons for joining included:

- a belief that an applicant's odds of getting into Katimavik were better if the Military Option were selected;
- an opportunity to get into better physical shape;
- because friends or siblings had said that the Military Option was the best part of Katimavik; and
- a wish, by avowed pacifists, to better understand the military experience.

For most participants, choosing the Military Option may require a much clearer sense of goals and needs than is required to enter the regular Katimavik program. Candidates in the Military Option seemed to have relatively clear personal reasons for joining the Military Option and Katimavik.

Candidates readily admit that the Military Option is difficult. Complaints abound about overly close supervision, taking orders and physical drill. Yet participants there exude an air of self-

confidence as they talk of their experiences and what they have learned about themselves. One young candidate remarked that though she was bothered initially by the fact that everyone wore uniforms, she then learned that virtually everyone's individuality blossomed as a result of trying to distinguish themselves from the similarly-dressed group.

Some participants said they had always regarded themselves as quitters but were surprised to find themselves remaining in this program. Although almost every one had contemplated leaving at one point or another, they received support from their comrades-in-arms and decided to remain.

Although participants are divided into sections or watches, and section and watch leaders do make efforts to inspire intersection/inter-watch rivalry in terms of performance, there is a considerable amount of inter-sectional friendship. The Military Option is unique within Katimavik in allowing participants to develop relationships with more than just the 10 or 11 members of a particular group.

Katimavik participants in the Military Option were exceptionally enthusiastic and articulate. Some saw the experience as a challenging but light-hearted game, pitting themselves against the military. No participant reported thinking it was with thought that it was a waste of time. In fact, the biggest and most consistent fear that they expressed concerned the civilian projects to which they would be transferred during the rest of their Katimavik experience. Their concerns centered on the absence of discipline and lack of things to do. They were not anxious about their ability to do the work but questioned whether there would be enough to do.

THE MILITARY OPTION IN CONTEXT

Although the Military Option is separate from the rest of the program, it can be argued that in many respects it achieves Katimavik's objectives and goals more consistently than many civilian projects. The general approach and range of topics and experiences that participants encounter during the Military Option are reminiscent of Outward Bound, from which much of the initial impetus for Katimavik was derived. In addition, the Military Option is similar in tone and operation to the highly regimented structures observed in the CCC and the San Francisco Conservation Corps.

Participants genuinely seem to appreciate their stay in the military setting. They cite the challenges, demands and chance for leadership as principal benefits of the option. Despite its rigid structure, few participants leave. Of the 140 participants in the Military Option during Program Year VIII, 103 (74%) remained through the entire Katimavik program.

The Military Option offers a few benefits not available to other Katimavik participants. These include a higher daily pay rate of $4.55 to defray the expenses of maintaining military uniforms and other equipment. The commander had also purchased a video cassette recorder (VCR) and color television for participants, citing the distance from town and lack of activities on base during the evening. Considerable ancillary support is provided within the military setting -- food, clerical and transportation assistance and materials for instruction. Multiple personnel are available to assist in the supervision and training of candidates. All these factors contribute to effective delivery of the Military Option program.

In many ways, the "hands-off" approach taken by the rest of Katimavik is warranted. The Military Option seems to work well. Nevertheless, additional efforts need to be made to integrate the Military Option within the Katimavik model. Specifically, field, regional and national staff should become aware of how this experience works and consider how some of its strongest elements can be incorporated into civilian projects.

VII. PARTICIPANT CHARACTERISTICS

Katimavik draws its participants from throughout Canada. It prides itself on its open admissions policy and the manner in which participants are selected. To be eligible for the program, applicants need only be:

- between the ages of 17 and 21 at the time of enrollment;
- single;
- Canadian citizens or landed immigrants; and
- in good physical and mental health.

Katimavik recruitment materials also emphasize that participants must be willing to work, travel and learn during a nine-month period.

This chapter describes those who apply to Katimavik, those who are selected and enroll, those who drop out and those who remain until the end of the program. The analyses are based on data from Katimavik's national office. Unlike other corps under study by P/PV, Katimavik already had a data collection and analysis effort in place before the study began. However, the management information system was contracted by an outside vendor and did not have some variables that P/PV was able to identify in other corps. Katimavik generally collects only the data needed for specific management purposes. Consequently, some variables are not available and some information has been collected in categories that are not as useful as one might wish. Nevertheless, some interesting analyses can be done that further an understanding of the Katimavik program and experience.

Table 7 summarizes the experience of applicants and participants in Program Year VIII, the last program year for which data are available. It was an expansion year for Katimavik, so the data are from an unusually large number of applicants and participants. However, in other ways Program Year VIII was representative of the normal Katimavik model. Therefore, analyses of these data provide reasonably accurate findings on applicants' and participants' characteristics and attrition rates.

In Program Year VIII, 9,083 youth applied. Of these, 4,094 entered the program and 2,820 (69.4%) remained until the end. Among all who enrolled, the average length of stay was 212 days (78% of maximum). For those who remained until the end of the program, the average length of stay was 266 days (including original enrollees and participants who started later). For those who left before the end, the average length of stay was 91 days (33% of maximum).

Table 7

Summary Program Data:
Katimavik Applicants and Participants
(Program Year VIII)

Applicants and Participants	Total	
Completed Applications	9,083	
Participants Enrolled	4,094	
Program Completers	2,820	(69.4%)
Initial Participants	2,225	
Replacement Participants	595	
Separations	1,274	(30.6%)
Average Length of Stay		
All Participants	212 days	
Completers	266 days	
Separations	91 days	

The chapter has four sections. The first describes the overall applicant pool and the types of youth most likely to be selected and enrolled. The second analysis, of actual enrollment in the Katimavik program, discusses the differences between initial enrollees and replacements. The third section describes the characteristics of participants who dropped out of the program and those who remained to its conclusion. The final section provides information on the average length of stay in the program, noting differences across various participant groups.

GETTING INTO KATIMAVIK

The process through which applicants become Katimavik participants is somewhat complicated. An understanding of the process is useful in assessing whether Katimavik needs such a large support operation to administer the application and selection cycles of the program.

Chart 3 illustrates the disposition of youth who applied, were selected, and enrolled in Katimavik. A substantial number of individuals withdrew between application and enrollment. Of the 9,083 applicants for Program Year VIII, 3,434 (38%) indicated that they did not wish to participate in the program either by declaring their decision to withdraw, failing to respond to their selection notice, or failing to arrive at their first Katimavik assignment. Forty-five percent (4,094) eventually enrolled. Only 1,555 (17%) of all applicants were denied an opportunity to enter the program; two-thirds of those who did not enroll had made the decision themselves.

Applicants and Initial Selection

Chapter III described Katimavik's participant selection process. Although applicants encounter few restrictions, Katimavik selects participants in a way to ensure heterogeneity within each group. Each 12-person group must contain:

- six males, six females;
- eight Anglophones, four Francophones; and
- proportionate representation of geographic regions of Canada.

Applications are sorted into cells based on these categories. Participants are then selected at random from each cell. Table 8 shows the characteristics of all applicants and those initially chosen as participants. Applicants are fairly evenly divided between men and women. Two-thirds of all applicants reported that English was their first language. Almost two-thirds of the applicants came from Quebec and Ontario, where two-thirds of all Canadians reside.

Among initially selected participants, the proportionate shares of males versus females, Anglophones versus Francophones, and those from different regions of Canada closely match those of all

Chart 3

DISPOSITION OF APPLICANTS AND PARTICIPANTS

PROGRAM YEAR VIII

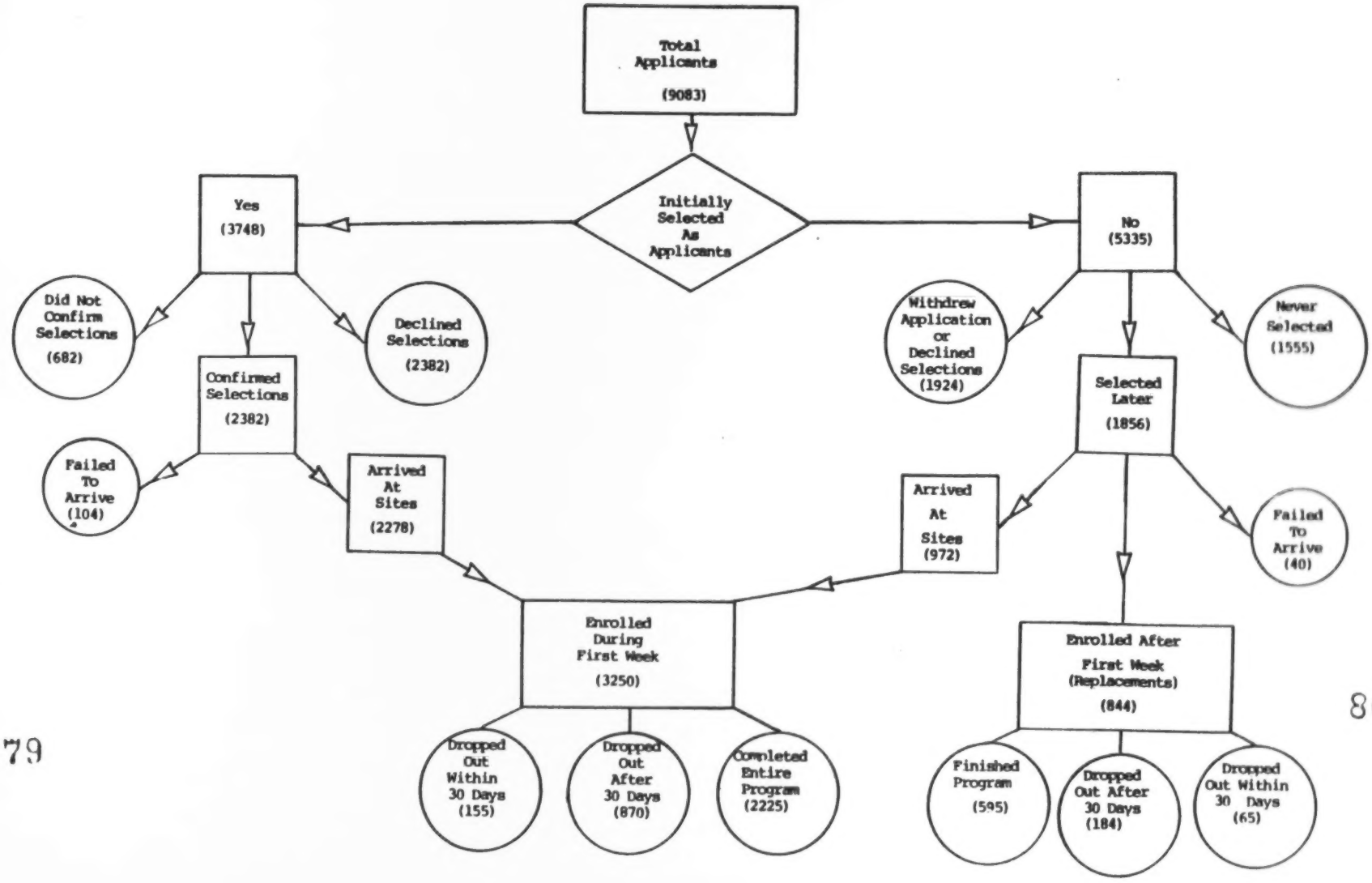
Total Applicants (9083)
Initially Selected As Applicants
Yes (3748)
No (5335)
Did Not Confirm Selections (682)
Confirmed Selections (2382)
Declined Selections (2382)
Withdrew Application or Declined Selections (1924)
Selected Later (1856)
Never Selected (1555)
Failed To Arrive (104)
Arrived At Sites (2278)
Arrived At Sites (972)
Failed To Arrive (40)
Enrolled During First Week (3250)
Enrolled After First Week (Replacements) (844)
Dropped Out Within 30 Days (155)
Dropped Out After 30 Days (870)
Completed Entire Program (2225)
Finished Program (595)
Dropped Out After 30 Days (184)
Dropped Out Within 30 Days (65)

Table 8

Characteristics of Applicant Pool and Initially-Selected Participants by Katimavik Selection Criteria Variables

	Applicants (n=9083)	Initially-Selected Participants (n=3748)
Sex		
Male	48.4%	49.7%
Female	51.6	50.3
Language		
English	67.2%	66.7%
French	32.8	33.3
Region		
Atlantic	9.9%	11.4%
Quebec	35.5	28.7
Ontario	30.1	31.8
Prairies	13.2	16.6
Pacific	11.2	11.4

applicants. This means that the group criteria the program uses to select participants do not greatly increase or decrease any individual applicant's opportunity to enter the program in terms of these criteria.

Table 9 considers individual characteristics not used in participant selection and indicates whether the distribution of these factors was affected by the selection process. The average applicant was slightly more than 18 years old. More than three-fifths said they were full-time students and one-fifth described themselves as unemployed. A substantial share (38.3%) of applicants came from towns whose populations were less than 10,000. Only one-fifth came from communities with populations greater than 100,000. The reported educational level is difficult to interpret beyond noting that a minimum of 22 percent said they were at the college or university level.[1] The data on annual family income indicate that applicants came from a broad range of economic backgrounds. It does not appear that Katimavik appeals to one economic group more than it does to another.

Initially selected participants reflect the applicant pool in age, sex and education. However, there are a few differences. Although almost 64 percent of all applicants described themselves as full-time students, they comprise only 57.5 percent of those initially selected to join. On the other hand, applicants who described themselves as unemployed were slightly more likely to be selected than one might expect, based on their proportion of the total applicant pool.

No differences exist in educational levels between applicants and those initially selected as participants. However, as noted above and shown clearly here, the categories through which educational level data are collected do not discriminate well on the real variation in education that probably exists in the applicant pool. The initial selection process tends to homogenize the participants by selecting equal numbers of participants from each income category. This may indicate that family income is used as a secondary selection criteria at this stage.

The population of the applicant's hometown is, surprisingly, a factor in an applicant's chances of being initially selected. Applicants from larger communities or cities had a better chance of selection than did applicants who lived in towns with populations less than 10,000. Although fewer than 20 percent of all applicants came from cities with populations greater than 100,000, they constituted more than one-third of those initially selected. In contrast, while three in eight applicants (38%) resided in small towns, they constituted only 23 percent of those initially selected.

In sum, the three criteria that govern selection -- sex, language and geographic region -- had little effect on reducing or enhancing the odds of an applicant's selection on these criteria. How ever, the composition of those who were initially selected

Table 9

Characteristics of Applicants and Initially-Selected Participants on Variables Not Considered in Selection

	Applicants (n=9083)	Initially-Selected Participants (n=3748)
Age at Application		
16	4.7%	4.2%
17	26.6	24.3
18	29.3	27.7
19	21.6	23.0
20	13.2	15.6
21	4.6	5.3
Average Age	18.2 years	18.4 years
Job Status at Application		
Full-time student	63.9%	57.5%
Part-time student	4.3	5.1
Full-time worker	4.9	5.4
Part-time worker	5.8	6.6
Unemployed	21.2	25.4
Town Population (000)		
Less than 10	38.3%	22.9%
10 - 50	26.6	22.6
50 - 100	15.6	21.3
100 - 500	6.2	12.4
500 or more	13.4	20.9
Education Level		
Secondary	75.3%	74.2%
College	15.5	15.6
University	6.1	7.2
Other	3.0	3.0
Annual Family Income ($1,000 Cdn)		
Less than 10	17.2%	20.3%
10 - 20	21.4	20.2
20 - 30	27.8	20.3
30 - 40	18.3	19.8
More than 40	15.3	19.3

differs substantially from the entire applicant pool on several dimensions not considered in the selection process. Specifically, full-time students had a lesser chance of being initially selected into the program; applicants who were unemployed at the time of application were more likely to be initially selected; and applicants from larger communities (population greater than 50,000) were more likely to be chosen than applicants who lived in small towns. Especially at disadvantage at this point were applicants who lived in towns with populations of less than 10,000.

ENROLLMENTS AND REPLACEMENTS

Upon selection into Katimavik, participants are notified and required to confirm their acceptance and submit a certificate of good health.

Of a total of 3,748 youth who were initially selected in Year VIII, 2,278 or 61 percent actually started their first assignment. Another 1,366 (36%) declined to join or failed to acknowledge their selection, 104 (3%) failed to arrive at community work sites after acceptance.

Characteristics of Participants

Table 10 summarizes the demographic characteristics of Katimavik participants. During Program Year VIII, a total of 4,094 youth enrolled. Of these, 3,250 (comprised of 2,278 initially selected participants plus 972 others who received offers as initially selected applicants declined to join) enrolled during the first week of the program. An additional 844 joined Katimavik after the seventh day of the program. For analysis purposes, participants who joined the program during the first week are referred to as initial enrollees; those who joined subsequently are called replacements.[2]

Few differences exist between participants joining Katimavik during the first week of the program (initial enrollees) and replacements. The groups are virtually identical on the variables of sex, most regions and most age groups. It is interesting to note that two-thirds of all participants were Anglophone and one-third Francophone across the entire program. However, considering initial enrollees and replacements separately, it appears that Francophones were slightly less likely than Anglophones to enroll during the first week of the program but were more likely to enroll later as replacements. The end result is that the overall goals for the program were exactly met.

Although full-time students were less likely to be chosen initially, (see Table 9) they were chosen as replacements and also were more likely to enroll. Thus, although Katimavik offered places to a disproportionately high number of unemployed applicants, higher levels of non-confirmation and refusal to travel among this group -- coupled with greater levels of

Table 10

Characteristics of Katimavik Participants

	Total Participants (n=4094)	Initial Enrollees (n=3250)	Replacement Enrollees (n=844)
Sex			
Male	50.8%	50.9%	50.4%
Female	49.2	49.1	49.6
Language			
English	67.0%	68.6%	61.0%
French	33.0	31.4	39.0
Region			
Atlantic	12.5%	12.2%	13.7%
Quebec	29.0	28.6	30.6
Ontario	32.0	32.1	31.8
Prairies	15.9	15.8	16.4
Pacific	10.6	11.4	7.6
Job Status			
Full-time student	62.4%	61.5%	65.9%
Part-time student	4.0	4.2	3.3
Full-time worker	4.8	4.8	4.7
Part-time worker	5.9	6.2	4.5
Unemployed	22.9	23.2	21.6
Age			
16	5.3%	4.7%	7.6%
17	28.2	27.6	30.6
18	28.4	28.9	28.6
19	21.3	21.6	20.0
20	12.3	12.9	9.7
21	4.1	4.3	3.6
Education Level			
Secondary	78.2%	77.8%	79.7%
College	14.3	14.2	14.9
University	4.9	5.4	3.1
Other	2.6	2.7	2.2

Table 10 (Cont'd)

Town Population (000)			
Less than 10	33.2%	29.2%	48.5%
10 - 50	25.7	24.2	31.3
50 - 100	17.3	19.0	11.1
100 - 500	8.4	10.2	1.5
500 or more	15.3	17.3	7.6
Annual Family Income ($1,000 Cdn)			
Less than 10	18.0%	18.3%	16.7%
10 - 10	21.3	20.9	22.9
20 - 30	25.6	23.6	33.5
30 - 40	18.6	19.4	15.6
More than 40	13.4	17.7	11.3

enrollment and replacement among full-time students -- resulted in a total of 62 percent full-time students and 23 percent unemployed. These proportions are almost identical to those in the original applicant pool.

Similarly, the proportion of people from smaller communities who applied is about the same as those who finally enrolled. Again, this is because applicants from smaller communities are more likely to be selected as replacements and to enroll if they are asked.

Despite an equal representation of all income groups at initial selection, proportionately fewer participants from families whose income is greater than $40,000 (Cdn) actually enrolled in the program. In particular, individuals from higher income families constitute only 11 percent of all replacements. In contrast, applicants from families with annual incomes between 20 and 30 thousand dollars (Cdn) account for one-third of all replacements and more than a quarter of all participants.

One fifth of all Program Year VIII participants enrolled in Katimavik after the seventh day as replacements. Most, however, had the opportunity to experience a substantial part of the entire program. Table 11 summarizes the rate at which replacements enrolled during Program Year VIII. One quarter of all replacements enrolled within 10 days of the program start; almost one-half were on site two weeks after the beginning of the first trimester. Since special approval by the regional director is required to add replacements following the sixth week, it is not surprising that 93 percent of all replacements had enrolled by day 44. The final enrollment roster for the program year was effectively complete by the conclusion of the first trimester. Thus, although replacement participants constitute a fair share of all participants in Katimavik (approximately two to three per 12-person group, on average) the limited "window" for their entry means that replacements have the opportunity to serve in the program for a substantial time.

In conclusion, the final group of participants was slightly different from those originally selected from the applicant pool. However, the dynamics of selection, acceptance, attrition and replacement acted to balance out certain disproportions that occurred initially. Apparently by chance, then, those who enrolled mirrored applicants even on demographic characteristics not considered in selection.

PARTICIPANTS WHO LEAVE KATIMAVIK

Discovering who applies and enrolls in Katimavik provides only a partial understanding of the program. It is also necessary to consider the patterns of program attrition and completion as they appeared among different sets of program participants.

Table 11

Replacement Assignments by Days Into Program
(Total Replacements)

Day of Program by Which Replacement Enrolled*	Cumulative Percentage
Day 10	24.3%
Day 15	47.7
Day 30	66.1
Day 44	93.0
Day 100	98.3

*Cutoff dates selected to allow for travel lags to sites and administrative recordkeeping delays.

Table 12 presents a comparison on key variables between all participants who enrolled and participants who left the program before its completion. (Only results showing substantial differences are reported. Analyses of other relationships reveal that different rates of attrition did not occur.) Of the 4,094 participants enrolled in Katimavik in Program Year VIII, 2,821, or 69.2 percent stayed through the last trimester. Of those, 2,662 received $1,000 in honoraria for their service in the program. An additional 147 participants received partial honoraria for reduced service. However, 1,273 participants, (30.8%) failed to complete the program. Although this dropout rate may seem high, it is substantially lower than that of other corps P/PV has studied.

Looking at specific enrollee groups, it can be seen that males, who constituted 51 percent of all participants, accounted for almost 60 percent of all dropouts. The attrition rate among males from Program Year VIII was 36.6 percent.

Participants who were unemployed when they applied constituted only 23 percent of all participants, yet they comprised 35 per cent of all dropouts. Considered in another way, almost one in two (48%) unemployed persons left Katimavik before completing the program. Part-time students and part-time employees also had high levels of attrition, 41 and 36 percent respectively, but the small share of all participants that these groups constituted reduces the effect of their departure on the overall attrition rate. In contrast, full-time students, although a major group in the program, represented less than half of those who dropped out; they had an attrition rate of less than one in four. The overall incidence of attrition did not disproportionately vary for anglophone or francophone participants.

Considering participant family income, it appears that participants from lower income families had a greater chance of leaving the program than did their more affluent counterparts. Three of eight (37%) participants from families with annual incomes of less than $10,000 (Cdn) left the program before completion. Only one in four participants from the most affluent category left before the end of the last trimester.

Table 12 also provides some indication of the relative ability of Katimavik to integrate different groups into the program. One way of understanding integration is to consider how many participants left soon after enrolling. Relatively few participants (220 or 5.4%) left the program within 30 days of enrollment. Many other corps report experiencing a substantial portion of their participant attrition during the initial weeks of the program. Fewer than one in five of all program dropouts left Katimavik before serving one month. The rest dropped out gradually over the remaining months.

Some patterns emerge among early dropouts. Just as males and unemployed participants are more likely to drop out, they are

Table 12

Characteristics of Participants
Not Completing Program

	Ever Enrolled (n=4094)	Left Within 30 Days (n=220)	Ever Dropped Out (n=1274)	Attrition Rate (30.8)
Sex				
Male	50.8%	56.4%	59.7%	36.6
Female	49.2	43.6	40.3	25.5
Language				
English	67.0%	59.6%	68.1%	31.6
French	33.0	40.4	31.9	30.1
Job Status at Application				
Full-time student	62.4%	52.3%	48.0%	24.0
Part-time student	4.0	6.4	5.3	41.2
Full-time worker	4.8	5.9	4.5	28.9
Part-time worker	5.9	4.1	6.8	35.7
Unemployed	22.9	31.4	35.4	48.1
Annual Family Income ($1,000 Cdn)				
Less than 10	18.0%	22.1%	21.4%	37.0
10 - 20	21.3	27.9	23.2	33.9
20 - 30	25.6	26.6	23.8	28.9
30 - 40	18.6	14.6	17.9	29.9
More than 40	13.4	8.0	13.6	25.8

also more likely than are other participants to leave in the first 30 days. In addition, participants from less affluent families dropped out sooner than participants from families with an annual income greater than $30,000 (Cdn). However, while overall attrition is the same for Anglophones and Francophones, French-speaking participants were 1.4 times more likely than Anglophones to leave in the first 30 days. Despite this initially high rate of departure from Katimavik among Francophones, their overall rate of attrition (30.1%) is essentially the same as that of Anglophones (31.6%). The implication is that French-speaking participants who survive the first month are likely to complete the entire program.

There is a perception among staff members that Francophones are more likely to drop out than Anglophones. The analysis above suggests that while the overall attrition rates are equal among these two groups, it is true that French-speaking participants who leave, leave sooner after enrollment than do their English-speaking counterparts. The tendency toward early departure coupled with fact that Francophones are a one-to-two minority in each group by program design, may account for the perception that it is more difficult to retain Francophones in the program.

The issue of early program attrition speaks directly to the ability of Katimavik to integrate its varied participants into the program. Katimavik has had relatively little difficulty in keeping participants for at least 30 days (94 percent remain this long). However, evidence from Program Year VIII suggests that the program lost greater proportions of males, French-speaking participants and unemployed participants in its early program weeks.

A final set of analyses concerning participant attrition is presented in Tables 13 and 14. Table 13 presents the cumulative rates of attrition among participants who enrolled in the initial week of the program and the rates among replacements. The over all rate of attrition is basically the same for replacements and initial enrollees. However, a pattern of slightly faster attrition among replacements than among initial enrollees during the first 90 days following enrollment suggests some problems in the integration of new participants into existing groups. It is impossible to determine the dynamics that impede replacement integration. Based on P/PV's observations, the accelerated rate of departure among replacements is a combination of personal decisions by replacements to leave, reluctance among existing group members to assimilate newcomers and a greater willingness on the part of group leaders to quickly dismiss replacements who, in their opinion, will not benefit from or fit into the program.

Table 14 presents a summary of the reasons reported for departure. These data must be interpreted with care. Discussions with group leaders, district coordinators and other Katimavik staff suggest that the reported reason for departure is often a result of negotiation between participant and Katimavik staff.

Table 13

Cumulative Attrition Rates by Length of Time Since Enrollment

Days Since Enrollment	Initial Week Enrollees (n=3250)	Replacements (n=844)
10 Days	1.0%	2.7%
30 Days	5.0	7.7
60 Days	10.5	15.2
90 Days	17.5	20.6
Ever dropped out	31.5	29.5

Table 14

Reasons for Leaving Katimavik

Reason for Leaving	Total Dropouts (n=1274)
Medical	5.2%
Voluntary	66.1
Rule violations	12.9
Drugs	4.9
Alcohol	3.5
Cohabitation	4.5
Hitchhiking	0.0
Fair share/responsibility	13.9
Other	1.8

In particular, some participants who in reality were dismissed from the program were officially reported as having voluntarily departed. This seems to occur because, while field staff may need to tell a participant to leave, they do not also want to permanently label that individual with a negative departure code. Thus, participants may be allowed to resign voluntarily. Enough of these instances were reported to P/PV to inspire caution when interpreting these data.

Almost two-thirds of those who left prematurely were reported to have left voluntarily. Slightly more than one in eight (12.9%) were reportedly dismissed for breaking the rules. An similar number (13.9%) were dismissed for failing to shoulder a fair share of the work and other responsibilities of the group. Thus, breaking rules and failing to accept responsibility were cited as the reasons for separation in more than one-quarter of premature departures. But, as noted above, it is likely that substantially more participants were actually dismissed from the program but reported as voluntary departures.

AVERAGE LENGTH OF STAY

Participants may stay in the Katimavik program for a maximum of 273 days. They may leave the program at any time. As noted above, some leave voluntarily, some leave for personal or medical reasons and some are dismissed from the program.

Although a few participants (26, or less than 1%) stayed less than one week, a substantial proportion (68.8%) remained through the last day of the program. As noted in the introduction of this chapter, the average length of stay was 212 days when both initial enrollees and replacement enrollees are considered together. Considering these two groups separately, participants who enrolled during the first week of the program stayed an average of 217 days (about 79% of the maximum) and replacements who, by definition, joined after the seventh day (but generally by the sixth week) of the program remained in Katimavik an average of 194 days (73% of an adjusted maximum of 266 days).

Table 15 presents the average length of stay among various groups. Female participants who enrolled in Katimavik during the first week stayed, on average, three weeks longer than their male counterparts. Despite a concern among Katimavik staff that Francophones drop out of the program sooner than do Anglophones (and hence have a lower average length of stay) the evidence suggests that Francophones and Anglophones stayed about the same length of time. No statistically significant difference was found between French-speaking and English-speaking participants on average length of stay. However, differences in average length of stay between male and female participants remain, even when controlling for language.

These data indicate a relationship between self-reported job status at the time of application and tenure in the program.

Table 15

Average Length of Stay

	Initial Enrollees (n=3250)		Replacements (n=844)	
	Days	% of Maximum	Days	% of Maximum
Total	217	79.5%	194	72.9%
Sex				
Male	206	75.5%	184	69.2%
Female	228	83.5%	202	75.9%
Language				
English	216	79.1%	196	73.7%
French	220	80.6%	188	68.9%
Job Status				
Full-time student	230	84.2%	209	78.6%
Part-time student	201	73.6%	167	61.2%
Full-time worker	224	82.1%	180	65.9%
Part-time worker	209	76.6%	204	76.7%
Unemployed	189	69.2%	149	56.0%

Full-time students who enrolled during the first week remained almost six weeks (41 days) longer than participants who describe themselves as unemployed at the time of application. Among replacements, the disparity was even greater. Full-time students remained in the program more than eight weeks (60 days) longer than unemployed replacements.

To some extent, these differences between full-time students and unemployed applicants explain the gap in average length of stay between male and female participants. Table 16 shows the relationship between sex and pre-Katimavik job status. Almost seven in 10 female applicants said they were full-time students, compared with 58 percent of males. In contrast, male applicants were nearly twice as likely as female applicants to describe themselves as unemployed. Virtually no difference in pre-Katimavik job status can be discerned between anglophone and francophone applicants.

CONCLUSION

In summary, the small number of measures available show Katimavik participants to be a diverse group of young Canadians. By design, half are male and half female, two-thirds are English-speaking and one-third speak French as their first language. They come from all across the country.

Katimavik receives more than five applications for every slot in the program. Fewer than half the applicants actually enroll; most of the others withdraw voluntarily. Only a small group (17%) never receives the opportunity to join.

Although participants are free to leave the program when they wish, relatively few leave early. Sixty-nine percent of all participants remained through the end of the last trimester of Program Year VIII. The average length of stay for all youth who enrolled in Katimavik was 212 days, or about 77 percent of the maximum 273 days that might be served.

Certain types of participants are more likely to remain in the program than others. Only one quarter of the women dropped out of Katimavik, but 37 percent of male participants left. In addition, one in two unemployed participants left before Program Year VIII was over, but only one in four full-time students failed to complete the program. Few other characteristics distinguish between participants who remained and those who dropped out. In particular, no overall differences in attrition existed between French-speaking and English-speaking participants al though French-speaking participants were more likely to leave during the 30 days following enrollment than were English-speaking participants.

The disproportionately high rate of attrition among the unemployed or least affluent participants indicates that the program does not address the needs of its potentially most disadvantaged

Table 16

Pre-Katimavik Job Status
by Sex and Language
(All Applicants)

	Sex		Language	
	Male (n=4399)	Female (n=4690)	English (n=6107)	French (n=2982)
Job Status				
Full-time student	57.9%	69.5%	63.0%	65.7%
Part-time student	4.7	3.9	4.2	4.4
Full-time worker	4.3	5.4	5.4	3.8
Part-time worker	5.1	6.4	6.1	5.1
Unemployed	27.9	14.1	21.2	21.1

groups. The dropout rate of nearly 50 percent among unemployed participants and 37 percent among those with an annual family income of less than $10,000 belies a program that purports to be beneficial to all who enter. Instead, the program accommodates full-time students much more effectively. Katimavik's inability to retain unemployed participants is central to criticism about the program's service to Canada and Canadian youth during times of economic upheaval.

Finally, a substantial number of participants who dropped out were reported to have left of their own volition. However, there are substantial reasons to believe that a portion of these "voluntary departures" were, in reality, dismissals. Nevertheless, regardless of the reason, only 30 percent of those who started the program left before its end.

Endnotes

1. Data on educational level were collected using a coding scheme of "secondary, college, university, and other". It is likely that the applicants checking the "secondary" category were a combination of those who entered but did not complete high school, those who completed high school, those who completed their secondary training but had not entered post-secondary education, and those who might have enrolled but not graduated from a college or university. It is virtually impossible to determine the important differences among these applicants on this variable.

Income data are also somewhat difficult to interpret. Although Katimavik asks for information on family income, one must be cautious in interpreting it. No verification of these (or any) data is undertaken by Katimavik. The interpretation of family income level may also be problematic when older applicants lived independently.

2. Unlike other corps, Katimavik does not have a continuous intake cycle. Because the program emphasizes group dynamics and because community projects are tied to specific time periods, the regular replacement period extends only through the first six weeks of the nine month program. Replacements after six weeks are relatively rare. The distinction be tween initial and replacement enrollees is somewhat arbitrary. The intent was to distinguish participants who experienced all of Katimavik from those who joined after a sense of group identity may have developed. While a pure approach would suggest that only those who joined Katimavik on day one of a trimester should be counted as initial enrollees, the distances and travel arrangements involved in transporting participants often prevent the arrival of all participants on the first day. We have adopted a week as a compromise initial "enrollment" period to allow for these potential travel lags. In addition, the process of replacing participants who did not travel or left immediately takes several days to implement. Thus, a lag of one week can be justified as an appropriate interval for distinguishing between initial enrollees and replacements.

VIII. COSTS

The size, national scope and extensive administrative structure of Katimavik require substantial funding. This chapter reviews the program's costs. It discusses funding issues and categories -- specifically staff salaries, residential costs and participant compensation. To the extent possible, general cost categories are defined to allow comparisons with those of other youth corps being studied by Public/Private Ventures.

OPCAN/Katimavik expenditures are difficult to assess for several reasons. First, fiscal year costs only approximate Program Year expenditures; average participant costs are therefore estimates. Second, Katimavik operates with funding from the Canadian Government on an "as-need" basis. For example, the memorandum of agreement between the program and the government for the fiscal year beginning in April 1985 was not signed until November that year. In the interim, OPCAN received funding advances in anticipation of the final award. Allocation of expenditures to budget lines was then done retroactively to meet requirements of the agreement.

OPCAN-Katimavik Expenditures and Revenues

Table 17 reports Katimavik program costs since its beginning. Program Years VII and VIII are reported together in Katimavik materials. This reporting convention was adopted because major organizational changes resulted from the rapid increase in program funding and size, and a significant number of Year VII and Year VIII projects operated concurrently. These factors make cost accounting exceptionally difficult. For example, the bulk of expenditures for the two expansion years are reported for Program Year VIII, although there were slightly fewer participants enrolled that year. Therefore, expenditures for Program Year VII are under-reported.

As a result of these factors, estimates of expenditures for Program Year VIII are unavoidably biased upward throughout this chapter. The discrepancy becomes apparent when one recognizes that Katimavik's Year VII projects spanned a 20-month period. This period began with participants who enrolled during the first phase of the first trimester and continues through the last trimester with participants who entered during the final enrollment phase.

With the notable exceptions of Program Years VII and VIII, Katimavik expenditures increased slightly faster than inflation. The number of participant slots and actual participants served rose at a more accelerated pace, suggesting that the program reduced its cost-per-participant during the period.

As noted in Chapter III, Katimavik is administered as part of a larger non-profit corporation, OPCAN. Table 18 summarizes

Table 17

OPCAN-Katimavik Costs: Program Years I - IX

Program Year	Nominal Costs	Costs Adjusted Inflation (1984 Canadian Dollars)	Total Number of Slots	Number of Participants
I.	$ 8,060,567	$13,545,043	1000	990
II.	9,335,970	14,366,520	1287	1095
III.	10,487,286	14,765,055	1386	1343
IV.	10,089,556	12,627,982	1089	1077
V.	12,718,242	14,274,751	1287	1333
VI.	17,292,996	18,105,767	1650	1762
VII. & VIII.	78,383,930	78,383,938	8544	8348
(VII.	$28,990,788	$28,999,788	4008	4250)
(VIII.	49,393,150	49,393,150	3888	4094)
IX. (Budget)	$19,790,000	$ 8,847,619*	1584	1821**

Sources: Appendices A-II and A-III, Katimavik Cost and Operational Performance Analysis, December, 1984 and for Program Years I through VI, OPCAN Financial Reports for Program Years VII and VIII.

*Year IX budget adjusted for inflation assuming annual rate of five percent.

**Total number of participants by mid-July 1985. Upper bound estimated at 2100.

Table 18

OPCAN Expenditures and Revenues
April 1, 1984 - March 31, 1985

I. OPCAN Expenditures

	Amount Cdn	Percent
Administration	$4,026,669	8.15%
Communications	1,530,146	3.10
Program Development, Management and Implementation (Regional Offices, Recruitment, Training, Logistics)	6,036,582	12.22
Project Activity	36,098,555	73.08
Civilian $30,866,930		
Military 1,451,430		
Transportation 3,780,195		
Ile Perrot Training Center (including special equipment amortization)	1,710,198	3.46
Total OPCAN Expenditures	$49,393,150	100.00%

II. OPCAN Revenues

Government of Canada	$48,890,000
Interest earned	353,553
Total	$49,243,553
Expenditures in excess of revenues	$ 149,597

expenditures and funding of OPCAN during fiscal year 1984-85. Of OPCAN's $49.4 million (Cdn) expenditures, the largest share (73%) went directly to project activity, including maintaining groups in the field and participant costs. Other expenditures -- including program development, regional management, national administration and other structural expenses -- accounted for the remaining 27 percent of OPCAN costs.

OPCAN is almost totally funded by the Canadian government through the Office of the Secretary of State. OPCAN supplements its funding through short-term investment of its federal funds. These investments resulted in more than $350,000 in additional program revenues during this period. The Canada government had agreed to fund OPCAN expenditures up to a maximum of $49.7 million for this period and OPCAN had received $48.9 million by the end of the fiscal year. This revenue, combined with the interest OPCAN received, was $149,597 less than reported expenditures. This shortfall was expected to be covered by the government after audit statements were filed.

Program Expenditures

The vast majority of OPCAN expenditures (97%) were for Katimavik. Table 19 presents a cost breakdown for Katimavik during the 1984-1985 fiscal year. About 30 percent of Katimavik expenditures were for program staff salaries and benefits; residential costs required 37 percent, including the transport of participants to and from their home communities and between projects each trimester. The proportion of the program costs that go to corpsmembers as compensation is quite low (10%) in comparison with other corps; Katimavik provides only a dollar per day as pocket money to participants. In addition, participants who complete the program receive a $1,000 honorarium.

Katimavik makes a direct transfer of funds to the Canadian Armed Forces for the administration and delivery of the Military Option. The Military Option appears to cost slightly more per participant than the civilian component, but the highly developed structure of the Military Option reduces Katimavik staff and administrative costs.

Cost-Per-Slot

Katimavik records indicate that participants served a total of 869,787 days during Program Year VIII. When divided by the average maximum number of days in the program (272) the average daily enrollment was 3,198.

A cost-per-slot value can be determined by dividing total program costs by the average daily enrollment for fiscal year 1984-1985. The cost-per-slot for Program Year VIII was $14,993 Cdn, or approximately $10,700 U.S. This average is similar to that of many residential youth corps in the United States.

Table 19

Katimavik Expenses: April 1, 1984 through March 31, 1985

Expenses		Amounts Cdn.	Percent
Participant compensation			
Pocket money: $1,163,780			
Honorarium: $3,739,424		$ 4,903,204	10.23%
Staff salaries and benefits		14,344,101	29.92
Operating expenses, except residential		6,007,973	12.53
Residential			
Travel to the sites:	$5,292,513		
Room and board:	$9,708,028		
Local travel:	$2,628,695	17,629,236	36.77
Participant development		3,147,286	6.56
Military Option		1,333,625	2.78
One-time expenses			
Fixed assets purchased:	$ 79,147		
Special costs related to reductions:	$503,619	582,766	1.22
Total Participant Program Expenses		$47,948,191	100.01%*

Average Daily Enrollment 3198

Cost per Slot = Total expenses of participant program / average daily enrollment = $14,993 (Cdn)

= $10,709 (U.S.)

*rounding error

Table 20

Cost-per-Slot Comparisons
Among Katimavik, the California Conservation
Corps and the San Francisco Conservation Corps
Controlling for Corpsmember Compensation

	Katimavik	CCC	SFCC
Net Operating Costs (U.S. Dollars)	$ 33,830,000	$35,500,000	$1,001,000
Average Number of Corpsmembers	3,198	1,850	70
Cost-per-slot	$10,578	$19,189	$14,300
Corpsmember Compensation	$3,500,000	$16,500,000	$438,000
Net Operating Costs Less Corpsmember Compensation	$30,330,000	$19,450,000	$563,000
Cost-per-slot net of Corpsmember Compensation	$9,484	$10,514	$8,043

Table 20 compares the costs-per-slot of Katimavik with two U.S. corps. (Cost-per-slot calculations vary between corps because of exceptional circumstances. In order to make the amounts directly comparable, Katimavik values vary slightly from those in previous paragraphs and tables).

Katimavik costs-per-slot appear to be considerably lower than those of the other two corps. However, since corpsmember compensation is minimal in Katimavik but quite substantial in corps that pay wages, costs-per-slot have also been computed to control for corpsmember compensation. The resulting cost-per-slot figures decrease considerably for the U.S. corps but only slightly for Katimavik. This indicated that the costs of running these programs, exclusive of corpsmember compensation, are similar. As for these corps, Katimavik costs represent a substantial investment. It is this standard by which Katimavik's potential benefits must be measured.

IX. CONCLUSIONS AND LESSONS LEARNED

Some features of the Katimavik design and implementation challenge conventional wisdom on youth corps development and operation, on the types of activities and work corpsmembers can do, and the types of youth development that can be fostered in a corps setting.

This chapter summarizes P/PV's findings on these and other topics. First, Katimavik is assessed in terms of its goals; particular attention is focused on factors that enhance or diminish the achievement of these goals and steps Katimavik might take to better achieve them. Since Katimavik is presently facing an uncertain future, these recommendations were developed to help Katimavik or a similar program serve Canadian youth in the future. The final section reviews lessons that the Katimavik experience may offer other corps.

PROGRAM GOALS AND THEIR ACHIEVEMENT

Four goals have guided Katimavik since its beginning. Three of them are common to youth conservation corps: youth development, community service and environmental awareness. The fourth, increased knowledge of the country and its cultural diversity, is somewhat distinctive, but its intent can be found in other corps.

Katimavik's principal focus is on participant development. In fact, three of the program's goals are specifically couched in terms of improving or broadening the experiences of participants in life skills, environmental awareness and appreciation of their nation. Program components are designed and assessed in terms of how well they promote personal development.

Youth Development

The program fosters youth development in varied experiences and settings. Group living is seen as a vehicle for enhancing personal growth. Community work projects are selected because of the benefits they offer the participants as well as the community. Katimavik has also developed an extensive, formal learning/education system for use in group houses. The travel, the variety of community settings, and living in small groups each enhances participant development. These features seem to be successful in giving participants many opportunities and experiences not available to most youth.

Not all of Katimavik's youth development activities are as consistently effective. The formal education system, perhaps Katimavik's most tangible education component, is used infrequently by participants and appears to be, at best, a minor part of the program. Katimavik's youth development objectives are not substantially advanced by this approach.

Beyond specific program components, youth development is also dependent on the cooperation of group leaders, participants, and sponsors. Katimavik field staff were impressive in their ability to facilitate individual and group development through activities in the group house and to encourage participants to take advantage of resources in the host community. Participants were equally impressive in their willingness to try new things, to teach and learn from each other and to capture as much of the experience as they could.

Community sponsors appear to provide uneven assistance in promoting youth development. In addition to helping participants become familiar with the community, sponsors are expected to provide meaningful work. Such work can advance youth development by exposing youth to new skills and employment opportunities, and can be a useful vehicle for developing positive attitudes toward work. Many Katimavik work projects clearly advance youth development; others provide less opportunities for doing so.

Katimavik could enhance its ability to improve youth development in several ways. First, it could concede that the most formal of its youth development activities -- the boxed sets of educational material in each residence -- provide only supplemental support. Fewer organizational resources could be used to review and revise these materials. Further, reliance on these materials as the basis for assessing "learning" virtually assures that effects will appear meager.

Second, Katimavik could set out clear youth development guidelines for sponsors and supervisors. Sponsors might be encouraged to develop work projects that provide a wide array of opportunities for developing skills, experience and employment or career information. In addition, supervisors and sponsors could also encourage mature work behavior among participants at the work site. Such regularly accepted conventions as showing up on time, behaving appropriately and working under direction could be emphasized at work. Although participants are volunteers, more of their efforts can be directed toward productive work.

Third, Katimavik might investigate ways that the program could be coordinated with community colleges and other institutions to offer special services and courses to participants. In addition, some institutions might also be willing to give academic credit to participants for serving in the program. Several U.S. corps have established fruitful relationships with colleges as a means to expand their youth development activities.

Environmental Awareness

Katimavik has been least successful in promoting and achieving environmental awareness. Few program components have been developed and implemented to improve participants' knowledge of environmental issues. Although some group leaders have a particular interest in the ecological movement and attempt to

incorporate environmental awareness issues into their groups' activities, the program-wide effects are minor.

When the program was begun in the 1970s, ecology was still an important public issue in Canada, further fueled by the recurrent oil shortages of 1973 and 1978. To some extent, the decreased emphasis on environmentalism within Katimavik mirrors the waning concern of the general public and government. Most notably the focus of concern has shifted from problems with causes and solutions that are immediately apparent -- river pollution and erosion -- to potentially dangerous problems that require long-term solutions -- acid rain, hazardous waste control, storage of radioactive materials. These factors have combined to reduce the role that environmental activities play in the program and consequently diminish Katimavik's ability to achieve this goal. If it is to be achieved, Katimavik could develop more work projects that advance environmental awareness, have each participant spend at least one trimester doing this type of work, place as much emphasis on these concerns as it does on second language acquisition, and develop ways to better integrate environmental issues into everyday group life.

Knowledge and Appreciation of Canada and its Cultures

One of Katimavik's clear successes has been its ability to foster appreciation of Canada among participants. The program began during a period of separatist strife and was designed to deal with this problem.

Concrete program strategies were developed to foster integration of a diverse participant population. Several features stand out -- careful integration of both French-speaking and English-speaking participants in each group, billeting, spending at least one trimester in a French-speaking community. In addition, the program exposes participants to three radically different parts of Canada during this enrollment. The opportunity to see so much of the country cannot but enhance appreciation for Canada's diversity. The program model works well in this area.

Community Service

The second of Katimavik's primary objectives is to improve the quality of life in Canada through community service. The amount of community work done by participants is substantial; it does not, however, meet the full potential for such work. The primary source of many problems in the Katimavik work component is the fact that no one is held accountable for productivity. The program has few systems to ensure that work objectives are met or projects are completed on time. The general lack of overall accountability for work is reflected in three areas: program components like billeting, trimester rotations and housekeeping/ kitchen duties detract from the time and attention participants give to work; inadequate coordination, planning and supervision in the community reduce the effectiveness of participants'

efforts; the minor emphasis on work and the strong emphasis on voluntarism reduce the expectations of supervisors and sponsors that productive work will be accomplished in a timely fashion.

There are several options for increasing accountability for work and enhancing the program's ability to meet its community service objectives. Each may involve additional costs to the program and some are limited by the fact that participants often work separately in several sites within a community. In these cases, direct supervision is less feasible and requires more monitoring. The options are training Katimavik supervisors, strengthening supervision requirements in the project application and selection process, expanding group leader roles to include more work monitoring, or hiring new staff as supervisors.

Under the first option, training for all work sponsor supervisors could be supported by discussions about appropriate standards for using Katimavik participants more effectively. This type of training could help ensure that other Katimavik program objectives are understood and advanced. It could also standardize supervision of projects and might encourage both supervisors and sponsors to become more concerned about productivity. Katimavik has reaped benefits from training group leaders; that same type of attention to supervisory training could also likely yield significant benefits.

Another option is to adopt an unequivocal requirement for work sponsor supervision on all Katimavik projects: project applications failing to offer proof of supervision would not be considered; projects failing to supply supervision would be can celled. The implications of this option are obvious. Although some sponsors might be reluctant to apply for a Katimavik crew, the higher productivity that would result would soon interest other communities and sponsors. A policy of cancelling projects without supervision would require developing an extensive set of back-up, reserve projects in which participants might be placed. Alternate projects would give the program considerably more latitude to deal with the problems it has faced in past years.

Third, Katimavik could expand the role and duties of group leaders to include more extensive monitoring of work. Such a policy would require different skills for group leaders, would have a direct effect on group dynamics within group houses, and would place substantial strain on group leaders. At the very least, Katimavik could require more frequent site visits and greater involvement of group leaders in the work projects.

Fourth, Katimavik might hire additional work supervisors for each community and leave the group leader position intact. While this would have substantial cost implications, it may reduce some of the problems associated with expanding the group leader role. However, this option would be less effective and efficient in communities where participants do not work as a single crew. A supervisor would then be responsible for monitoring work at

several sites. Such an option would also affect intra-group dynamics since both the group leader and the work supervisor would be Katimavik staff.

Beyond taking steps to encourage better supervision, Katimavik could make a greater effort to develop alternative work projects in areas near primary work sites. This would meet two objectives. The first would be to increase Katimavik's bargaining power in dealing with sponsors who fail to meet their promises of supplies and materials, supervision or other types of support. The second would be to provide temporary work when weather or safety conditions preclude work on the primary projects. Several U.S. corps (for example, the Wisconsin Conservation Corps) have been successful in adopting such a strategy in order to minimize downtime among corpsmembers.

Adopting these recommendations would not be without cost. New supervision strategies might increase staff costs; stricter project development policies might initially deter some sponsors. However, renewed commitment to productive work could allow the program to meet its community service and youth development objectives more fully.

LESSONS FROM KATIMAVIK

Katimavik was included in the larger study of youth corps because it offers a unique combination of program goals, design elements and other characteristics that provide insight into many issues confronting corps. The following topics are considered below:

- Program characteristics: longevity, national scope and size, and type of youth served.
- Program components: social service work, Military Option.
- Program objectives: youth development and attempts to integrate youth of different backgrounds.

Other important developments have occurred during the study that increased the importance of the Katimavik example. The program's continued survival is threatened as a result of recent decisions by the Canadian government. Understanding the reasons for this may be crucial for other corps.

Program Characteristics

Katimavik is distinct from other corps in several ways. First, is has operated for nine years -- longer than most other corps -- has served more than 18,000 youth and operates in a geographic area larger than the United States. Despite its magnitude, however, Katimavik has maintained considerable flexibility in its

implementation and provides a very supportive environment for participants.

Small decentralized groups. The program demonstrates a model that could be expanded relatively easily. Small decentralized crews give the program great latitude in its projects and allow Katimavik to serve smaller communities. However, placing relatively few participants in a community limits the effect that any one group can have. The decentralized approach also limits the degree to which standard program delivery can be assured. National training of field staff helps make delivery similar across sites but the variety of local conditions and work projects reduces Katimavik's ability to monitor itself and assess how well it achieves its goals. The challenge then becomes to remain flexible while ensuring quality and productivity.

Unrestricted eligibility. Katimavik, like many other corps, does not target any one group of youth. The program has been able to attract youth from a broad range of economic backgrounds but serves proportionately fewer at-risk youth than do other corps.

Broad recruitment. Katimavik puts substantial effort into recruiting participants. A broad range of techniques and media are used to encourage Canadian youth to apply. Although this campaign generates large numbers of inquiries, only a third of these are transformed into formal applications and less than half of all applicants ever enroll in the program. The large number of applicants allows the program to meet the sex, language and regional criteria of its groups. In addition, the random selection of participants within these categories imbues the program with a sense of fairness and equity despite the existence of quotas.

High rate of retention. Katimavik is exceptional in its high retention rate and consequent average length of stay among participants. Several factors may contribute to Katimavik's ability to keep its participants.

- Unlike many corps, Katimavik does not have a rigorous training academy that acts as a screen for participants.

- Considerable effort is required to drop out, given the distance that a participant would need to travel to return home. Thus, few spur-of-the-moment departures seem to occur.

- The time lapses between application, selection and enrollment act to skim off less motivated participants. There are few competing pressures on participants to do other things. Many youth join Katimavik as a "stop-out" period before returning to school; there may be little incen-

tive for these participants to leave the program before the start of the next school year.

- Katimavik is a nine-month program that is clearly delineated into three trimesters. As a result, participants can psychologically "restart" at the beginning of each trimester.

- Katimavik provides a considerable amount of affective support for participants. A spirit of comradery is fostered through the group living experience and many participants reported being talked out of leaving by their fellow group members.

Other corps might consider how subtle changes in their approach to corpsmembers might improve their ability to retain the youth who enroll.

Program Components

Social service work. Katimavik requires that participants spend one-quarter of their work time in social service (non-physical) settings. In many ways, the social service work component challenges corps to re-evaluate what participants can do, reconsider the importance of working in crews, and broaden the base of community needs that might be met by corps.

The lessons from Katimavik on social service work are quite specific. Participants can work effectively in social service settings. In fact, participants often cited their social service work as the most useful and meaningful part of their experience. The range of this work varied widely, but concentrated on direct service to agencies' clients and patients.

Incorporating social service activities in the range of possible work projects greatly expands opportunities for community service. Social service work by corps can meet an ever-present and ever-growing need within most communities. Although lasting monuments or other tangible products rarely result from social service projects, the personal benefits to youth and the community can be as dramatic.

Corps could also learn from Katimavik's example about the potential liabilities of social service work. Steps must be taken to ensure that non-physical work is not reduced to minor clerical support tasks. Procedures must also be developed to prevent physical work tasks at social service agencies from masquerading as social service. Supervision could be a problem in social service settings, although this was rarely observed in Katimavik.

The Military Option. This program component creates a bridge within Katimavik between two traditional types of national

service -- the armed forces and volunteer service. Many youth attracted to the program are also attracted to the Military Option. Although a part of Katimavik, the Military Option is administered by the Canadian Armed Forces. However, this special part of the program has been carefully integrated into the total experience. The success of civilian and military organizations working together is impressive.

Youth development. The Katimavik program is designed specifically to enhance the development of its participants. Such a high degree of commitment to youth development has allowed it to experiment with youth development alternatives not often available to other corps. While many U.S. corps must spend considerable resources and effort on basic skills remediation, Katimavik participants' needs revolve around leadership, team building and advanced skills training.

Katimavik's focus on youth development pervades the entire program. In many ways, Katimavik's holistic approach represents a challenging model; its emphasis on post-remediation skills indicates possibilities that corps might offer to their participants. Youth enrolled in Katimavik infrequently need remediation in basic education. In consequence, Katimavik has been able to direct substantial effort to enhancing youth development beyond remediation. Other corps can benefit from Katimavik's demonstration of advanced youth development activities that might be undertaken within a corps setting.

Katimavik has been successful in working with a diverse set of youth and exposing them to different cultures. Various program components have been designed specifically to promote bi-culturalism, including practice in second languages, locating groups in both English-speaking and French-speaking communities, and billeting.

Accountability and constituency-building. There are lessons for other corps in the present threat to Katimavik's continuation. Nine program years and 18,000 youth after its founding, Katimavik was notified that government funding would end. Despite serious efforts to resurrect the program -- including a 22-day hunger strike by the founding president, Senator Jacques Hebert, and promises of private sector support for the program -- the prospects for Katimavik remain doubtful.

Katimavik enjoyed considerable support within the liberal government of former Prime Minister Pierre Trudeau, and benefitted from a consensus on goals, structure and operation of the program. Funding support was rarely withheld and, in fact, the program was encouraged to expand to accommodate more youth. The program was seen as valuable to Canada simply because it was a good idea. Although Katimavik staff and government supporters had many hopes for the program's effect on Canadian youth and its benefits to communities, rarely were these couched in terms that might suggest assessment or review.

The lack of assessment or review does not mean that these hopes and objectives were not achieved. However, failure to complete this type of assessment left the program with little evidence of its record in meeting the needs of Canada and its youth successful. The newly-elected government was less predisposed in Katimavik's favor and asked for evidence of its service to youth and Canadian communities.

To some degree, the government support that Katimavik enjoyed in its earlier years acted to insulate it. Its reliance upon continued support from the highest levels of government caused it to neglect cultivating support from other constituencies including provincial and municipal leaders. For example, in many program years, Katimavik had relatively few communities reapplying for crews. This may indicate that communities did not consider Katimavik's contribution to their communities to be important and therefore were not inclined to lobby for its survival.

In contrast with Katimavik, other corps emphasize productive work as a primary product of their program. This emphasis is the key to building support. Project sponsors clamor to receive work crews again because productive work has been done. These same sponsors become strong proponents of the program and voice their support before legislatures at budget time. The principal lesson is that it is easier to mobilize a constituency around the issue of productive work than the vaguer issue of youth development.

Despite its work with hundreds of Canadian communities and thousands of participants, Katimavik failed to build a strong constituency. Perhaps if it had placed more emphasis on meeting its potential to serve communities, local leaders would have rallied behind the program and supported its continuation. Similarly, added emphasis on relations with former participants might have facilitated mobilization of their support.

Katimavik is threatened not by program failure, mismanagement or serious design flaws. The threat results from changed government priorities, among which Katimavik's goals are marginal, and from its inability to build a strong constituency for the program's continuation.

CONCLUSION

Katimavik has been an illuminating program to study. It offers a comprehensive approach to serving Canadian youth within the context of community service. As an example to other youth corps, it offers challenges on many "givens" -- types of work, youth development, decentralized work settings and retention. Notwithstanding the threat that Katimavik faces, this assessment of the program is quite favorable. It has creatively addressed many of the needs of its participants and has provided much needed service to Canadian communities.